

MISSOURI ATTORNEY GENERAL'S TASK FORCE ON DOMESTIC VIOLENCE KANSAS CITY

TRANSCRIPT OF HEARING

SEPTEMBER 27, 2010

Nationwide Scheduling

QEFICES: MISSOURI Springfield Jefferson City Kansas City Columbia Rolla Cape Girardeau • KANSAS Overland Park • ILLINOIS Springfield
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HEARING 9/27/2010

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| 1 | MISSOURI ATTORNEY GENERAL'S | 1 | TASK FORCE HEARING |
| 2 | TASK FORCE ON DOMESTIC VIOLENCE | 2 | (Starting time of the Hearing: 9:43 |
| 3 | KANSAS CITY | 3 | a.m.) |
| 7 | TRANSCRIPT OF HEARING | 4 | ATTORNEY GENERAL KOSTER: Good morning, |
| 5 | . Tromboldi i or the marke | 5 | everybody. Is this on? Can you hear out there? I |
| 6 | 9:30 a.m. | 6 | want to thank everybody for being here. Sorry, I'm |
| | September 27, 2010 | 7 | a couple minutes late coming in from Jefferson |
| 7 | | 8 | City. This is the third in our series of meetings |
| | University of Missouri - Kansas City | 9 | and I appreciate everyone's commitment to this |
| 8 | 500 East 52nd Street, Courtroom | 10 | issue to better addressing the scourge of domestic |
| 9 | Kansas City, MO 64110 | 11 | violence in our State. |
| 10 | | 12 | For ten years, I served as Prosecuting |
| 11 12 | | 13 | Attorney of Cass County. Anyone who has served as |
| 13 | TASK FORCE PANEL: | 14 | a Prosecutor for any length of time, even a week or |
| 14 | MON I ONCE PANEL. | 15 | a day, knows the devastating impact that domestic |
| 15 | Missouri Attorney General Chris Koster, Chair | 16 | violence can have on individuals, children, |
| 16 | Jason Lamb, Missouri Office of Prosecution Services | 17 | families, and even communities. |
| 17 | Senator Jolie Justus | 18 | Many of the cases that I dealt with |
| 18 | Representative Jeff Grisamore | 19 | personally stay with me, even now. Nearly all of |
| 19 | Representative Chris Kelly | 20 | them involved acute physical violence and many of |
| 20 | Deputy Attorney General Joe Dandurand | 21 | them ended in homicide. |
| 21 | Colleen Coble, Missouri Coalition Against Domestic | 22 | When I was running for Attorney General, |
| 22 | and Sexual Violence | 23 | I promised Colleen Coble, who is seated two to my |
| 23 24 | Representative Shalonn "Kiki" Curls Representative Jason Kander | 24 | right, and the Executive Director of the Missouri |
| 25 | Representative Stacey Newman | 25 | Coalition Against Domestic Violence, that I would |
| | Representative stately Neviman | | |
| ı | Page 2 | | Page 4 |
| 1 | INDEX | 1 | bring together entities involved in our State's |
| 2 | AGENDA ITEM: PAGE NO. | 2 | system for dealing with domestic violence, police, |
| 3 | Welcome 3 | 3 | sheriffs, Prosecutors, the courts, victim |
| 4 | The Lethality Project: Usefulness of Data 8 | 4 | advocates, and probation and parole, to take a |
| 5 | Driven Responses | 5 | comprehensive look at our State laws with an eye |
| 6 | Personal Perspective on Domestic Violence 40 | 6 | toward making our State's system work better than |
| 7 | Prosecution of Domestic Violence Crimes 76 | 7 | it does today. |
| 8 | Law Enforcement Safety Concerns 120 | 8 | It has been 30 years in this State since |
| 9 | Usefulness of Fatality Reviews 135 | 9 | Missouri has set up its current framework for |
| 10 | Responsibilities of Court Clerks 173 | 10 | domestic violence prosecution advocacy and support. |
| 11 | Coordinating Services to Reduce Violence 185 | 11 | 30 years ago, then Attorney General John Ashcroft |
| 12 | A Practitioner's Perspective: Orders of 193 | 12 | held a similar set of statewide forums to address |
| 13 | Protection | 13 | this problem. While the General Assembly has |
| 14 | Closing Remarks 206 | 14 | passed numerous laws in the succeeding decades that |
| 15 | Reporter's Certificate 210 | 15 | have addressed these issues, and many of them have |
| 16 | | 16 | been very positive changes, these changes have |
| 4.1 | | 17 | occurred piecemeal and have not been coordinated |
| | | _· | |
| 17 | | 18 | together. |
| 17 18 | | 18 19 | together. The goal of this series of meetings is |
| 17 18 19 | | 19 | The goal of this series of meetings is |
| 17 18 19 20 | | 19 .20 | The goal of this series of meetings is to, again, make a comprehensive review of the laws |
| 17 18 19 20 21 | | 19 .20 21 | The goal of this series of meetings is to, again, make a comprehensive review of the laws and practices of this State, to identify areas |
| 17 18 19 20 21 22 | | 19 ,20 21 22 | The goal of this series of meetings is to, again, make a comprehensive review of the laws and practices of this State, to identify areas where statutes or local practices fall short of |
| 17 18 19 20 21 22 23 | | 19 .20 21 22 23 | The goal of this series of meetings is to, again, make a comprehensive review of the laws and practices of this State, to identify areas where statutes or local practices fall short of protecting victims and preventing violence in the |
| 17 18 19 20 21 22 | | 19 ,20 21 22 | The goal of this series of meetings is to, again, make a comprehensive review of the laws and practices of this State, to identify areas where statutes or local practices fall short of |

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highlight the best practices in the court system and in law enforcement that they may be replicated all across this State.

Thus far, we've had two extremely productive and enlightening meetings in both St. Louis and Kansas City over the last two weeks. Many good ideas have been raised. Some appear to be relatively easy to adopt. Others, it will take more time or money.

My hope is that we will continue today to identify the critical issues and provide the General - that we can provide the General Assembly, the courts, and law enforcement with a series of concrete and well documented recommendations for their consideration by the end of this year.

I'm grateful to the members of the legislature who are here today with us. You are crucial to this process. I both appreciate and look forward to your comments and ideas in the days and weeks to come.

Today is the last scheduled meeting, but if we need more time, we will continue this process. I'm committed to investing as much time and effort as is necessary to develop a very high quality document to provide the State in the coming

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Representative Kiki Curls was elected to the House, two to my left, was elected to the House in 2006 and serves our area very well and very passionately and is part of the representation from the Jackson County area. Representative - Jeff is not here.

Representative Jason Kander was elected to the Missouri House in 2008, is a very talented young State Representative who is serving Jackson County extraordinarily well. He is also a practicing attorney in this area.

Representative Chris Kelly, three to my right, has been with us at every single meeting, and represents the southern part of Boone County, including most of Columbia. He was elected to the Missouri House for six terms, from 1982 until 1984 and most recently elected again in 2008. He has previously served as Boone County Associate Circuit Court Judge and has a great deal of first hand experience in this area.

And Representative Stacey Newman was elected to the House in a special election in 2009, serves part of Richmond Heights and Clayton, Missouri, from the St. Louis area.

And to my immediate right is Deputy

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weeks. Our goal is to develop a comprehensive report with meaningful and very detailed recommendations on how we can improve our State's handling of defendant abusers, their victims, and the subject of domestic violence as a whole.

I want to introduce the individuals at the table with me, in no particular order. Colleen Coble, two to my right, is the CEO of the Missouri Coalition Against Domestic and Sexual Violence. She will also be our first presenter here this morning. She's a well known advocate on behalf of domestic violence victims and survivors, both at the Capitol and all over the State of Missouri.

Jason Lamb is the Executive Director - is Jason here? Here you are. Jason Lamb is the Executive Director of the Missouri Office of Prosecution Services and a former elected Prosecutor of Audrain County from 2003 to 2009.

My former colleague in the Missouri Senate, Senator Jolie Justus, one to my left, was elected to the Missouri Senate in 2006 and represents much of the Kansas City and Grandview area. She is also a practicing attorney at Shook, Hardy & Bacon, and a long time advocate for children and victims of crime. Page 8

Attorney General Joe Dandurand, who was twenty years on the Circuit Bench as Presiding Judge of the 17th Judicial Circuit, just south of here in Harrisonville, as well as in Warrensburg, those two counties together. And most recently, prior to taking on his role as Deputy Attorney General, was on the Missouri Court of Appeals, Western District.

Do I have everybody? I think I got everybody. So let's begin. We have a very full schedule, and it looks like we are starting with The Lethality Project; is that right?

So let's begin with The Lethality
Project, Usefulness of Data Driven Responses. The
first presenters are Susan Miller, who is Chief
Executive Officer of the Rose Brooks Center. You
were a topic of conversation with Sherry
Forsee(ph), who is a big fan of yours. I spoke
with her on Saturday about your presentation today.
And Robin Winner who is the Executive Director of
Synergy Services. The floor belongs to the two of
you. Susan, would you like to begin.

MS. MILLER: Well, we really thank you for your interest in this project. It has been life saving. It's changed the way that we do our business in Kansas City. But what we wanted to

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share with you first is that the only way that this project could exist is in a coordinated community response. So we wanted to talk to you just a moment about what that looks like here in Kansas City.

We have a very strong coalition with six domestic violence programs that exist geographically across the metro area, two in Kansas and four in Missouri, and this coalition has actually existed for twenty years. We meet monthly. We have a coordinated hotline that we actually rotate between the shelters everyday. We know every day of the week, every moment, when there's open bed space between the six shelters, and so I think that in order for this program to exist, we really need to have that kind of coordinated system within its domestic violence shelters.

MS. WINNER: Thank you. Again, I want add to Susan thanks for (inaudible) issue, and I want to add to the comment and take it even a step further. In addition to the domestic violence agencies working coordinated collaboratively, we have really established a metro wide community response team that includes law enforcement and a

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And what it is, it was based on research done by Jacqueline Campbell, who was on the staff at Johns Hopkins in Maryland, and developed a documented assessment tool for how to determine when domestic violence will become lethal. And it's been researched and it's been truly documented to be accurate in terms of predicting lethality.

And what has been found over time is that, in many cases - I think each year there's about 1,500 deaths from domestic violence, and in those cases, at least 50 percent have been visited by law enforcement prior to the lethal circumstance. But only four percent of that population has never actually (inaudible) domestic violence.

So the goal of this program is how do we intervene before the circumstance becomes so deadly. And what they developed is a effective tool that when police go out to a domestic violence call, they ask some very basic questions and fill out the assessment tool, and it then allows them to determine whether that has potential for being a lethal and deadly consequence.

If they find that there is high lethality, then what they have done is that they

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judicial system and health care because we have a medically based intervention program across the metro, children's division - I mean it really is a comprehensive community response team. And the Safe Family Coalition reflects that, which is the Jackson County coordinated response. It includes 33 different agencies and programs and in addition, there are community response teams and there's multiple responses in the community.

With the Safe Family Coalition, what is really instrumental in applying to begin the lethality of that program in the metro. It was developed in the State of Maryland by the Maryland Coalition Against Domestic Violence and the Maryland State Police. The Safe Family Coalition obtained funding to be able to do - there's really no minimal funding - but they were able to replicate that program here with law enforcement.

So we obtained them by three of the domestic violence agencies, Rose Brooks Center, Synergy Services and Hope House, covering a good portion of the metro area on the Missouri side. And we also are working with the Kansas City Police Department, the Raytown Police Department, and the Grandview Police Department under these programs.

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immediately will call one of our hotlines, basically based on their location, and then hand their phone to the victim for them to actually speak with our providers and it can - we have trained people who are going to encourage that victim to take advantage of the services - you either come in the shelter or come into out patient services.

And it has been proven that if people do go and obtain services, that the danger of lethality is reduced significantly. And it's a way of getting people who normally would never have seen in our program, to begin to benefit from those programs. And (inaudible) we knew that it was a serious problem (inaudible). So I'm going to let Susan take back over and tell you about our experiences.

MS. MILLER: Well, it was really amazing. When Maryland came and trained us about how to do this lethality assessment project and they trained our advocates and thenalso the police department, their estimation of how many people would be affected, how many women would be screened, they told us it would be between two and four women or victim a week. The police department has been

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screening seven a day - seven a day. So our shelters have been receiving between five and six calls a day related to this problem, so it is incredible.

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And there were four other sites that were also chosen by Maryland as pilot sites to do this lethality assessment project and Kansas City, actually, almost doubled those of all the other sites combined. There was Indiana, Savannah, Georgia, Oregon, and I can't think of the other one.

So I think it really speaks to the issues that are going on in Kansas City, and I also think it speaks to the quality of services that we provide here. I think that the police departments are very dedicated to making this work.

The only way that a woman would feel comfortable in being able to come to our services or make that call is how well the police officer intervenes at the scene, how comfortable he feels.

I mean, if you can imagine where you've just been kicked, punched, hurt, choked, whatever, and the police arrive and you didn't even call the police - maybe you did or didn't, and you're scared, you're in pain, he goes through the

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shelter? Do I - can I remember an appointment? What am I going to do? Where am I going to go? He's in jail, how long is he going to be in jail? How safe am I? And so to access those services I think really speaks again to the coordinated response here in Kansas City.

The thing that's most alarming, though, is we have done some analysis of the information that these women have given us and if you'll look at the screening questions, you can see what they are on the side of the paper. This is what's most alarming is 76 percent of the women that we screened said that he tried to choke her, 54 percent reported that the abuser had a gun or could get one easily, and 59 percent reported that the abuser threatened to kill her or her children. And what was more astounding is how many of these women actually answered, "yes," to ever single one of these questions.

So it is frightening and amazing that we have been able to intervene, we have been able to reach these women who otherwise would not have been able to access our services or didn't know about our services. And what's been most effective is that those that don't come into shelter

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questions, he heightens your sense of knowledge oh, my gosh, it changes the way you look at yourself. I could be in danger. And then, "Here's the phone, talk to somebody, here's someone that can help you." And so, it happens so quickly. It's just very traumatic.

And so to think that our advocates and the police can work together to get these victims to be able to talk with our advocates and then access services is amazing. The numbers really speak for themselves - and I know it's statistics - but it's women's lives that are part of these numbers.

Since LAP was introduced here in Kansas City, the police screened 2,694 women. The average is seven calls a day, and 70 percent of those were assessed at high danger, which is 1,889 women. 76 percent of these women were screened by the police, spoke to an advocate. The rest, we did safety planning with the police officer at the scene.

951 of these victims spoke to a counselor. 519 went directly into services, which is, again, amazing, because for most of us when we have that kind of stress, we're not going to make a decision right then and there. Do I go to a

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immediately, we're able to access the next day.

And that really increases our likelihood of getting her involved, because then she can think a little bit more clearly, rather than at the scene, right then and there.

The impact that it's had on Kansas City is, again, it's allowed us to reach victims who otherwise would not have been able to reach out to us. And so we've actually made a difference. They say 60 percent will not be re-assaulted if we can provide them with services.

It also has strengthened our relationship with the police, which was strong already, but now we are a united front. We are changing the way that she views her situation. It's changed the way they're viewing the situation. If they've had to repeat going to the same scene over and over again, now they have a better understanding.

She's afraid she's going to be killed. He sits there with a gun or weapon, sitting on the counter and she knows he can use it. And so he has a better understanding, and therefore, with those two things, we've been able to engage her into services.

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The other thing that has happened to us is that it has re-energized our staff at the shelter, because we knew we were saving lives, but now we really know. I mean, it's right there. We are there at the scene with the officer. And so it has a huge impact on the way that our advocates are viewing the services that we are providing.

On the other side, it's also been challenging because it has stretched the resources that we already have. Our shelter is overcrowded. Rose Brooks Center, we have 75 beds; we've been running at 90 beds since June of last year, because when a woman says she needs shelter, we want to be able to provide it for her, whether or not we have space or not. So it's really impacted our resources, stretched our resources. And the other thing that has happened is it creates a sense of urgency with our staff. And so for them, they're feeling, "How can we help her if we can't provide safety?"

And so it is something that we, as a collaboration here in Jackson County and in the State really needed to address. Because what do we do when she says, "I need to have shelter," and there's no space? You know, one of the advocates

who have been assessed to be at high lethality, in high danger, into shelter, in services, whether we're full or not. So now, I think we're all running at well over 100 percent capacity. You know, we're using one of play rooms we converted into a sleeping place, which then makes it difficult because there's no place for kids to play.

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There no funds that came with this program for anyone, so the police are doing it out of their commitment and concern and we're taking people in and stretching, you know, without any additional funds. And it's not just in terms of the LAP program, but it's across the whole State of Missouri, the intensity of need. And I think we all know that during high economic challenging times, there can be an increase in - it's kind of like the perfect storm, you know. The needs become greater, the resources become less and we're all stretching to try to serve as many people as we can in what we now know is not only a discretion, but these people will be killed if we don't do something about it. So while my board at Synergy will say we can't stretch that dollar any further, we're running out of answers, we have to. I mean

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that I spoke with last week said the worst thing that she heard was not so much the situation, but when she said, "Maybe if you'll call back tomorrow, we'll have space. I can try and talk with you over the phone with a safety plan." And she said, "Well, what if I'm not going to be here tomorrow to make that call?" So this is what we're talking about. It's really life and death situations.

The other thing that I thought was interesting is before we met, I think it was last week, there was an article, maybe you read about it, that Missouri was number seven in the country where men killed women, and those were - a predominant number of those were killed with weapons, with guns, and so my hope would be that that would be something that you would consider here today is to look at having the rule that the police officer can confiscate the weapon when they're at the scene, because our women are telling us, "They have a gun. They will kill me." And so I think that it's important for us to consider that as an option. And we have some ideas about resources for domestic violence and I can-

MS. WINNER: I just want to add that the challenge that all of us had agreed to take women

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there's no alternative for that.

So one of the things that we'd like to just kind of give you some thoughts about, is obviously resources are crucial for us to be able to continue to do this and to do this with practice.

One of the challenges has been the tax credits, some tax credits are under some question within the State. I testified at another tax credit hearing a couple of weeks ago and the key is that we are asking people to donate to us when, you know, their resources are limited, as well, so the intention of being able to use resources obtained from tax relief is really crucial. You know, it may not be 50 percent of our budget, but it's been difficult, the most difficult part of our budget to raise, and such a tool is just essential for us to be able to sustain even one we're currently doing.

The other things that I wanted to bring forward is the ordinance that provides a surcharge on criminal cases in the State of Missouri. Right now, it's \$2 a case. It's a voluntary surcharge that each jurisdiction decides whether they're going to charge or not and it has never been raised since it was initially introduced. So one of the

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Page 23 Page 21 order to do this. The only funding that came to 1 tools that could possibly help raise some 1 2 2 Jackson County was funding from Maryland to the additional resources and spread it out across the 3 3 community without it being a major challenge for technical supporters to train our police department 4 anyone would be to increase that surcharge from \$2 4 and shelters, but that was it. 5 5 ATTORNEY GENERAL KOSTER: How many people to \$4. And Representative Paul LeVota did 6 6 have been trained to receive these telephone calls introduce that in House Bill 1791, but I don't 7 think it's really going anywhere, so that would be 7 8 8 just a huge asset for us to have an additional MS. MILLER: The advocates at the 9 9 shelters so 25, maybe. 25, they said they'd need resource. 10 10 coverage-It's voluntary, but one of the first 11 things I did when I came to Synergy was (inaudible) 11. ATTORNEY GENERAL KOSTER: 25 individuals 12 12 educational process. But, you know, it does - each have been trained? 13 county and city jurisdiction decide if they will 13 MS. MILLER: At least. 14 14 MS. WINNER: Probably. have that or not, but your assistance in giving 15 15 them that opportunity would be a major benefit for MS. MILLER: More than that and then with 16 (inaudible), so we invite you to try to help us do 16 the police officers, we trained all of the patrol 17 17 that, as well. officers. 18 18 ATTORNEY GENERAL KOSTER: And at any So I think that kind of sums up, you 19 19 know - we're very happy to answer any questions and given hour of the day, how many people are 20 20 you know, we want to make sure that we're available to take telephone calls, two or three or 21 21 five? How many in at a short burst, how many are representing the entire team here today, so Hope 22 22 House and all of those under the Family Violence ready to address the issue? 23 23 Coalition. MS. WINNER: Each of the police 24 24 ATTORNEY GENERAL KOSTER: A couple of jurisdictions - so like we're all through, spread 25 notes for the legislators who are here. We do have 25 out geographically. So if it's Kansas City Police Page 24 Page 22 a Court Reporter here and all of the transcripts that are calling north of the river, they'll 1 1 2 from the meetings that we've held around the State 2 probably call Synergy. If it's south of the river, 3 3 are available at the office for your review and for they'll probably call Rose Brooks. If they're in 4 4 your summaries, but I wanted to point out the Court Independence or Lee's Summit, they'll probably call 5 5 Hope House. Reporter in the room. A couple of just structural questions. 6 6 We always have hotline operators on 7 7 The Lethality Project is run out of Rose Brooks? duty. We also have our coordinated hotline, which 8 MS. MILLER: No. The Lethality 8 is shared between all the different shelters. So 9 Assessment Project is run through the police 9 there should be no reason - and they do have a 10 10 backup numbers as well. So we answer those calls departments, which is the three, Grandview, Lee's 11 Summit, and Kansas City, and then the domestic 11 24 hours a day. We share those with Rose Brooks 12 violence programs that are tied to that who are 12 and (inaudible) and, you know, we're all full, and 13 responding to the police when they're at the scene 13 even the programs that are not actually doing the 14 is Synergy, Hope House, and Rose Brooks. 14 LAP program, we're also taking additional overflow. 15 ATTORNEY GENERAL KOSTER: And the funding 15 I mean there's no funds, we are just rushing to 16 for the individuals who are on the other end of the 16 accommodate them. 17 17 ATTORNEY GENERAL KOSTER: And once the telephone line when they do the lethality 18 assessment, where's that funding coming from? Are 18 lethality assessment is completed, what is done 19 any of the departments carved out pieces of their 19 with that information? I assume that there's a 20 20 hard report or sheet of paper that's prepared. budget for this? 21 MS. MILLER: No. 21 What happens to that sheet of paper after an 22 22 assessment has been completed and the determination MS. WINNER: There's no funding. 23 MS. MILLER: No. It's whatever funding 23 is positive? 24 24 we had to do our work previously. So there's been MS. MILLER: There's two things that 25 25

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happen. The police documentation goes to the

no additional funding whatsoever to anybody in

Page 27 official agency so that they have that, and we have counties in this area all have that fee, so, I 1 1 2 2 an advocate there, so she sees the information and mean. (inaudible) even some of the smaller 3 then the information gets faxed to the agency, the 3 counties, I think they've all passed it, so-JUDGE DANDURAND: I'm sorry, I'm still 4 domestic violence agency, so they have all that 4 5 information so when she calls back or we can make 5 confused, because most counties don't have county 6 those follow up calls the next day, we have the 6 prosecutions. Like, for instance, Cass County does 7 7 answers to her screening questions. have county ordinances where they can file county 8 ATTORNEY GENERAL KOSTER: Judge 8 charges. Johnson County, which is, of course, 9 9 Dandurand? right next to here from the east, does not, and I 10 JUDGE DANDURAND: I am confused about the 10 would not think Johnson was in the minority, but 11 surcharge they're talking about. I don't know what 11 I'm just trying to find out where it is. 12 12 a surcharge is, but is it a filing fee that is MS. WINNER: As far as I'm aware, I know 13 13 assessed after a county adopts an ordinance that Platte, Clay, and Ray have all passed that and 14 14 would be applied when you file for any civil Jackson County. So that's as far as I go. 15 relief? Is it a criminal court cost to be passed 15 ATTORNEY GENERAL KOSTER: Representative 16 at the end of the criminal case? I'm assuming it's 16 Newman? 17 not a criminal court cost or a criminal part of 17 REPRESENTATIVE NEWMAN: Thank you very 18 probation. My guess is, it's part of the filing 18 much for being here this morning. I just have a 19 19 couple of questions. First of all, on your handout 20 MS. WINNER: It's part of the court fee. 20 here, your statistics, what is your criteria for 21 JUDGE DANDURAND: Is it a filing fee? 21 determining if a victim is in high danger? 22 22 MS. WINNER: It's part of the filing fee MS. MILLER: That's through the screening 23 in the amount \$2 per case for each criminal case is 23 questions that right on your sheet right here, the 24 24 charged currently and what we're suggesting is eleven questions. If she answers yes to any of 25 and that's voluntarily passed by each jurisdiction. 25 those and a combination of those, that's what Page 26 Page 28 JUDGE DANDURAND: Okay, so it is a cost 1 determine whether or not she's a high lethality. 1 2 that is assessed in a criminal case against the 2 REPRESENTATIVE NEWMAN: So ves to any of 3 3 defendant? these questions? 4 MS. WINNER: Right. And so we would just 4 MS. MILLER: Yes, or a combination 5 ask that that be increased. 5 thereof, depending on the, if she answers, I think, 6 MS. COBLE: And the ordinance violations, 6 yes to the top three, she automatically is 7 7 is it a municipal ordinance or a county ordinance determined as high lethality. 8 8 violation? REPRESENTATIVE NEWMAN: Okay. And 9 9 JUDGE DANDURAND: So a municipality would secondly, since she did reference and we know that 10 10 pass their own? there is no authorization for law enforcement to 11 11 MS. WINNER: Right. They have to agree remove a firearm in an incident, what happens then 12 to it. 12 if they answered that there is a weapon, you know, 13 JUDGE DANDURAND: So it, generally, would 13 a firearm in the house, is there any attempt to 14 then be a municipality because there are not very 14 immediately remove the victim from that situation 15 15 many county ordinance prosecutions under thisor is that a viewpoint? 16 MS. WINNER: (Inaudible.) 16 MS. MILLER: She has a choice of what she 17 JUDGE DANDURAND: Not many counties, so 17 does at that point in time. I mean, the thought 18 not very many counties have county prosecutions of 18 would be that these questions don't get asked until 19 19 county ordinances. They're State - it doesn't the perpetrator has been removed, so he's been 20 20 apply to State prosecution cases, I'm assuming, so taken off and then she's there with the officer.

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REPRESENTATIVE NEWMAN: And I do

have enough beds and shelter space for women, but

understand that, you know, obviously you do not

is there any extra attempt to encourage them

strongly to leave the site?

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it's just counties?

MS. WINNER: That's correct.

have ordinances that pass criminal laws?

JUDGE DANDURAND: Those counties that

MS. WINNER: I mean, I know that the

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MS. WINNER: I mean, that really is the underlying benefit we talked about earlier. And then we are willing to take people whether we have beds or not, (inaudible). But what happens is historically law enforcement would go and they -but would not have done an assessment. They would (inaudible) and the option would be she would choose to go into a shelter and to do anything.

Now, because it's a concerted response for law enforcement to ask these questions and they say to her, "I want you to know that it has been proven through research that you're in high danger. You know, this is not something that's just a casual thing. You know, over and over again, it's been show that if this happens to you, you are really in serious danger. And what I'm going to do is call a shelter and let you speak with a trained advocate who can help you figure out what resources are available for you."

So they call on their police phone and then they hand it to her and we have our trained staff who will go through the process with helping her figure out what are her options. So now, she knows that there are people there to help her. She's not isolated which is often one of the major

year.

REPRESENTATIVE NEWMAN: Thank you very much.

ATTORNEY GENERAL KOSTER: Representative

Kelly?

REPRESENTATIVE KELLY: I think what you're doing is so important because empirical evidence matters. I think the language we use is important, too. I've taken to using the term, domestic terrorism, rather than domestic violence, because I want to put it in context with 9-11. I am in no way minimizing 9-11, certainly terrifying for the people there and for the country.

I contend that the woman the judge sees in court, who he put a gun in her mouth and held the gun in her mouth while he drinks a quart of tequila, it's terrorism. The terror that she feels has got to be at least as great as anybody in any other situation can feel. And I think it's really important - I don't expect a national response equivalent to 9-11. I would be delighted if our national response was one-tenth of one percent.

You know, police departments all over America have helicopters and armored cars and vests and all kinds of stuff and we don't have any place

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consequences of domestic violence is that people do become isolated and that, you know, our staff will say, you know, "We really encourage you to come into the shelter and a police officer will help you figure out how to do that." And if they say, "I don't want to come in the shelter," well, "We also have outpatient counselors who would like to meet with you and help you - you know, let's make a time for an appointment." And then they'll do our safety plan process with her, so that, you know, "Do you have a place a go, do you have resources"? You know, they'll go through the whole safety plan, so that suddenly she has a whole sense of the court system, which prior to that program, she wouldn't have necessarily had.

And that's really the benefit and we know that if we can get her into service, the danger goes down significantly. So that's really it.

REPRESENTATIVE NEWMAN: Great. And you also mentioned that this is a relatively new project. How long has it been in existence here in the city?

MS. MILLER: We've been there since June of last year, so it's been a little over a

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for you women to sleep. So I just want to try to get - and five times more women have died of domestic terrorism than died in 9-11. So if we're thinking of magnitude, actual factual magnitude of the problem, that's why I think your research is so important and worthwhile, because it does put it in some kind of empirical context, both in terms of the affect on the individual, the victim, and the affect on society. Because she has - guess what, after she spends two hours with a gun in her mouth with a guy holding a bottle of tequila, she probably won't go to the work the next day, and that matters.

So it's just one of - the other thing is, I've talked with friends of mine on both sides of the aisle and I think there are a lot of things that the legislature is not bipartisan about. One of the things, I think, though, at least at our House is bipartisan about, is that your tax credit is not in any danger. I think we can fairly say that.

MS. WINNER: Thank you.

ATTORNEY GENERAL KOSTER: Representative Jeff Grisamore has come into the room. Jeff, we've got a seat up here for you, if you would like to

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join us, but you have a question?

REPRESENTATIVE GRISAMORE: Speaking of something, I do have a question. I was looking over the statistics and I don't see something I recall in appropriations hearings and maybe the witnesses are calling to address this. There was a number presented statewide of the number of women that are turned away at domestic violence shelters yearly. It was an astounding number and I'm wondering if we could get a refresher on that.

MS. COBLE: About 15,000.

REPRESENTATIVE GRISAMORE: 15,000.

MS. MILLER: And I can tell you from our experience earlier, we had 2,726 women and children turned away so far this year. And that's just one shelter.

MS. WINNER: And what we have done is we do a collective set of statistics for the whole metro area. So those on the Missouri and Kansas side, and while we stretch not to turn anyone away who is high lethality, people - and we're now doing an assessment on our own, as well as with law enforcement, but it's certainly almost 50 percent. I mean it's huge numbers of people.

ATTORNEY GENERAL KOSTER: Representative

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MS. WINNER: But why does it - and it takes a little time sometimes for a person to show they've changed their life. Often the most educated people you would think would understand the danger, but that's not so.

Part of our commitment is to really create an environment that creates self determination on the part of the victim and help her figure out the alternatives for herself as well

MS. MILLER: And I really want to reiterate what Robin said and that is what we can concentrate on, and the timing doesn't matter. It's not how much she does or doesn't do. She's not the person who is doing the violent act, and so I think that for us to really focus a lot of our resources on keeping the batterer accountable.

There's so many ways that he abuses her, whether it may be economic, physical, mental, insurance for her children, all things that would make her have to go back. So there's just so many reasons for that to happen, so we have to take all those things into consideration.

REPRESENTATIVE CURLS: I think the basis of my question was to try and figure out how much

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Curls?

` REPRESENTATIVE CURLS: Thank you. Thank you for being here. What's the average length of stay at your facilities?

MS. WINNER: With all of us together, it used to be that you had sort of a set amount of time. Part of the best practice in determining, there really isn't a correct amount of time. It really is individual, so we all are willing to and encourage women and children to stay as long as they need to stay, so we don't have - I think the average is around 35 days across the programs. Some people stay 60 days; some people come for three days. It just depends on, you know, our protocol collectively said there isn't an X amount of time.

REPRESENTATIVE CURLS: Well, it's clear you guys are doing great things, but I was also wondering about whether you have any statistics on what percent of women leave your services and then go back to the abusive home? Kind of hard to say?

MS. WINNER: I think they're allowed to go back there, and the question is really then when (inaudible).

REPRESENTATIVE CURLS: -resources-

Page 36 d in additional resources to see that the

you need in additional resources to see that the women don't feel that they have to go back as well. So with that, my last questions for you guys and then for Colleen on a statewide basis, about how much do you feel you would need to be able to build occupancy so that you guys wouldn't be over capacity maybe for your centers, and Colleen can give us the numbers - for the state - appropriations right now, so.

MS. COBLE: We're at 4 - this is the general - we're at 4.75 million right now. That translates to about \$41,000 per program, per shelter program. To run 24/7 for a year, you need a budget - it's frightening. I mean, we would need another 20 to 35 million dollars in the State for this deal.

MS. MILLER: And I think with this shelter also is that we really provide a full continuum of services and so it's not only a shelter, it's not only emergency response.

Transitional housing is critical so that she has a length of time period for her to heal. Outreach therapy services is very important for her so that she if she doesn't want to come to the shelter, she has options.

Page 37 Page 39 And then also having individuals in the 1 something when the twenty years are up. And what 1 2 2 court setting to be there and respond to her needs do you do with the shelter after twenty years? You 3 when, you know, her abuser is there and he's got 3 know, it's different than a senior citizen housing 4 charges for an Order of Protection, so it's very 4 complex. So I think it's a cool idea, but I think 5 hard to (inaudible) and one in three, one in four 5 there's some market issues. 6 women (inaudible) sometime in their life. And then 6 ATTORNEY GENERAL KOSTER: Representative 7 7 when you see the kind of violence that we're seeing Grisamore. 8 here, it is really frightening and that has totally 8 REPRESENTATIVE GRISAMORE: General, I 9 ٠9 increased with the economic situation. want to chime in briefly on it. I just met with a 10 REPRESENTATIVE CURLS: Thank you. 10 developer that interfaces with MHDC 811 and 202. 11 ATTORNEY GENERAL KOSTER: Colleen, how 11 Section 8, and low income tax credits. And 12 12 does your entity interact, if at all, with the already, they're doing a lot of housing that an ROI 13 13 Missouri Housing Development Commission and why for the investors for seniors, for folks with 14 can't MHDC tax credit dollars be used to construct 14 disabilities. I think it makes perfect sense to 15 low income, you know, the housing for shelters, and 15 pursue more of that type of housing for at risk 16 why doesn't - and Chris, you're kind of-16 women and children, and I think you're really onto 17 MS. COBLE: In the past there have been 17 something, because the problem in a lot of that 18 many shelters around the State. Their expansion in 18 funding at the state and federal level now is 19 the 90's was financed through that program, but 19 there's too many dollars chasing too few viable 20 there's been some different areas of focus in the 20 projects because of lack of providers that are 21 use of those program dollars, the credits. But 21 pursuing that type of housing. So I think the 22 that would be a tremendous difference because the 22 funding is there to pursue that type of strategy. 23 problem we've got right now is the physical space 23 ATTORNEY GENERAL KOSTER: Very good. If 24 24 and the need toit's okay with the panel, I will go to our next 25 ATTORNEY GENERAL KOSTER: Well, somebody 25 speaker. Our next presenter has a limited time Page 38 Page 40 1 has to pay, somebody has to the cash flow work and 1 with us. 2 2 so there has to be a stream of payment that comes MS. WINNER: Thank you so much. 3 3 in. Are these - are any shelters - because the ATTORNEY GENERAL KOSTER: Susan and 4 occupants are so temporary, but there are always 4 Robin, thank you very much for an excellent 5 occupants, it's just they have different names 5 presentation on a great program that you're 6 every day. 6 operating. 7 7 Is there any type of Section 8 style REPRESENTATIVE KELLY: General, we should 8 program that could fund those bonds, fund those 8 put this on our list of things to check further 9 9 rents to make the project workable, even though the into though. The points that Jeff makes, I think 10 10 names change but the occupancy levels remain the are real worthwhile. How do we - is there some-11 11 same? I'm waiting for Chris Kelly to come up with 12 it. 12 ATTORNEY GENERAL KOSTER: Very good. 13 MR. KELLY: You know, if you're thinking 13 MS. MILLER: Thank you. 14 14 about - you move from thinking about the social MS. WINNER: Thank you. 15 nature of the problem to move to the economic 15 ATTORNEY GENERAL KOSTER: Thank you. Our 16 16 question of the MHDC, how do you have any return on next presenters are offering personal perspectives 17 investment? And that's exactly where you were 17 on the issue of domestic violence. We would like 18 going, I think. 18 to ask Maria Speer to come forward, and Kendall 19 19 ATTORNEY GENERAL KOSTER: Right. We need Seal, as well. Maria, welcome, and thank you for 20 federal dollars that aren't tied to an individual 20 taking time out of your schedule to talk with us 21 21 name, but are tied to an occupancy rate. about a difficult situation, and we welcome you. 22 MR. KELLY: Well, you need some kind of 22 MS. SPEER: Thank you so much. 23 23 ATTORNEY GENERAL KOSTER: We'd like you dollars to make the - return the investment of the 24 investor back. And you also need a residual real 24 to use the microphone. 25 25 estate value in the property, so that the owner has MS. SPEER: My name is Maria Speer. I

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live in Independence, Missouri, and I'm going to tell my story. The first time I met Michael was at a concert (inaudible) - I don't know if I can do this, but I'll try.

We went to purchase a T-shirt and we saw Michael with his friend. At this point, we never spoke. I went to the restroom and out of nowhere, he appeared at my side. He then asked me my name and I told him that it was Maria.

About a week later, I was at work and I got a call. Somehow he had found me at my job. I assumed that my friend had told him that I worked at The Kansas City Star. For about a week, he would call at least two times a day, asking me out, so finally I agreed to dinner. He was very polite and treated me very much like a lady. He would actually buy me anything that I might mention. Very moody. He was very cunning and manipulative, as well.

We dated for about three months and he told me that he had a house in Oak Grove. He began to tell me that we should move in together and he would sell his home. I was very hesitant, but he was very insistent. I told him not to sell his home, we would have to see how things worked out.

Protection. He tried calling me and meeting me in places, anything he could do to get in touch with me. I had always been on my guard.

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When he came to my home, I told him to get all of his personal belongings and anything that he had in my house and please leave. He refused and I called the police. They arrived at my home and made him get everything out of my home. The police stayed there until he had all of his things and was out of sight.

At this point, the behavior accelerated. I could not concentrate on my job. He terrorized me at my job through emails and text messages. Michael proceeded to call my work several times a day, leaving hateful messages.

I called the police to my home because Michael had been harassing me. The police officer was in my home when I received a call from Michael. He began to threaten me, so I handed the police officer the phone. They were able to trace it and found him at the Quik Trip, where they served him with the second Order of Protection.

This did not stop him. This did not

Michael and he kept violating and terrorizing me.

He chased me on I-70 with his semi-truck. He would

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So he moved in and one month later, I began to find out all sorts of lies. I found out that he was just leasing the home and he had three children and had been abusive to his ex-wife. So I called the woman, his ex-wife, to find out more details about Michael.

While in my home, he began to look through of my personal belongings, my paperwork, my computer files. He even excuse me - he even changed the administrator log on my computer to himself. I confronted him on these things and he began to deny these things, so I told him I thought it would be best if he left and this relationship would not work. He told me no. He said he was not going to leave.

So at this point, I went to the police to find out what my options were. The police told me I could get an Order of Protection against him, so I filed one. Next, we went to court and he showed up with an attorney. As he passed me, he told me that I would be sorry that I did this. At this point, I was very scared because, to me, he was a very evil person.

He kept calling me and texting me and threatening me, so I dropped the Order of

Page 44 stop in front of my house and sit there. He would show up at my job and also would call my children and show up and their home. Michael had broken into my home on different occasions.

He went so far as to go to my mother's grave. He then called me and told me that he had left a rosary and \$2,000 on her grave and I could come pick it up. I did not. I didn't go because I felt this was a trick to try and get me out there alone to hurt me or worse.

The last time Michael showed up at my job, he chased me to my vehicle, where I had to lock myself inside. The security guard had to make Michael leave the property. I went directly to the Kansas City Police Department and filed a complaint. I was very scared to go home that night, so I called the police and had them check my home before I entered it.

Michael would always tell me that if he could not have me, that no one else would. When the police were there, they told me I needed to change my phone number, but I knew this would make Michael very mad as the phone was his life line. Against my better judgment, I changed my number anyway in hoping that this would work. Michael was

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very angry when he found out I changed my number so he called all of my family and friends and unfortunately no one answered, making Michael more angry. My friend advised me to go to the Hope House and get advice on what to do in this situation.

The next day was Friday, September 10th, 2005. I called the police so that they could check my home, because I felt someone was in there. I asked the police was there anything I could do to protect myself besides what I had done. They told me no, there wasn't anything else I could do, nor was there anything they could do unless he physically hurt me.

The evening of September the 11th of 2005, I went to talk to one of the women that I had met at Hope House. When I returned home around 11 p.m., my daughter, Megan, was not home yet.

I went into my bedroom and my telephone rang. I answered the phone and there was no one there. I continued to talk to my cousin, who I was talking to on my cell phone and getting ready for bed. I heard a bang on the door and thought it was Megan. I thought to myself she had forgotten her key. The bang quickly moved from the back door -

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continued to stare, not saying a word, and just pointing the gun to my head. I threw my car into park several times. He told me I'd better stop or he was going to shoot me.

I knew I had to think quickly as Michael's patience began to wear off and he began to drive faster. At this point, he was going about 70 miles per hour. We were almost to 40 Highway and I knew that I had to do something, so I grabbed the door handle. Michael hit me in the side of head with the butt of the gun. I threw open the door and was still able to jump from the car, barely being able to see. My body slid down - my body slid several feet down the pavement when I came to a stop. I was able to stand up to my feet and run to a nearby house. They called the police, but by that time, the police were already on their way. I heard my car crash nearby and thought to myself Michael is going to find me and kill me.

The police arrived several seconds after the helicopters, police dogs, but Michael still managed to escape. I was terrified by this point that Michael would come back to my house and go after my daughter.

The ambulance had to take me to the

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excuse me, quickly moved to the back door and at that moment, I knew it wasn't her.

I dropped the phone and began to run towards the front door. Michael busted through the back door and began to chase me. I ran across the street to the neighbor's house and busted through their front door and Michael was right behind me.

I did not know at this time that he had a gun. He held the gun to my neighbor's head and told me to come out of the house. I said, "Okay," and began to come out, because I did not want anyone else to get hurt. He took me back across the street and told me to get into my car. I told him, "No," and tried to talk him calmly. I tried to tell him my daughter wasn't home yet and I needed to stay.

I then turned to walk into my house and that was when he shot me in the leg. I could not believe this was happening. It was like a dream. I reached down to feel my leg and it started to bleed. I realized that Michael was serious, so I got into my car.

At this point, my thoughts were racing through my head. I was trying to think of what was my next move or what it was going to be. Michael

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hospital and immediately locked the premises down. I was rushed to the Emergency Room. There, they found out that I had not only been shot in the leg, but in the back, as well. They determined I had been shot with a 25 caliber hand gun. I was rushed to surgery to locate the second bullet. They found it lodged in my right iliac crest in my pelvis area. The bullet was surrounded by many blood vessels, so the doctor said. Because I might bleed to death, they did not remove it, so the bullet is still there.

The next few days were very blurry and frightening. Knowing that Michael was still out there, I felt it was only a matter of time before he would finish what he started.

On September 15th, Michael was put on the TIPS hotline. Hours after that, they found him in a motel in Kansas City. The Kansas City Police Department negotiators would now take over. He was at a standoff for twelve hours. During this time, the Kansas City Police Department came to my home and asked me if I would make a tape. They wanted me to tell Michael I was alive and that I knew he did not mean to hurt me. I was very reluctant to do this, but I complied.

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The next morning, I turned on my TV and saw his face on the news, that Michael had shot himself. For me, this moment was very humbling and I felt at peace.

The way my story ended was a lesson to me. As for lots of women, their stories do not end as well as mine did. My hopes are to try and tell women to be more cautious and look for the red flags. If they seem to be too good, then they usually are. I'm here today by the grace of God. I never gave up. For me, it ended just as it should. I felt Michael would have terrorized me and my family.

ATTORNEY GENERAL KOSTER: Thank you very much, Maria, for sharing your story. The problem is that the story, as extraordinary and as unique as it is, it's not extraordinary and unique. That's why we're here.

But I appreciate - because in each of cities, we've had someone who came forward and sort of grounded the day in a personal experience that reminds us of the 25,000 women who reach out for overnight shelter and that 15,000 of those 25,000 were turned away, and how serious the problem is, the epidemic is around the State. Does anyone have

there's anything I can do.

I think that's my calling. I would help if there's anything I can do or say. There's just so many things. I thank you guys very much.

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JUDGE DANDURAND: Maria, I have one question for you. One of the things that troubled me throughout my career, and I did a lot of domestic relations divorce as a lawyer before I went on the bench. One of the things that concerned me about the Orders of Protection was, I wondered how much counseling the woman got about what that means before they went in there, and I wonder if you have any thoughts about, first of all, whether you received any and whether or not it helped. I worried when I talked to my clients and I explained to them that what you're going to get is a piece of paper that doesn't stop anything. It doesn't stop a fist, it doesn't stop a bullet, and know that when you're going in. Don't let your guard down because you think somehow now, you have some people looking over your shoulders.

And I know that the Clerks don't have time to give counseling about what an Order of Protection means and nobody is required to do that and I wonder if, first of all, have you ever

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any questions for Maria?

ATTORNEY GENERAL KOSTER: Thank you, Maria.

MS. SPEER: Could I just say one moreATTORNEY GENERAL KOSTER: Absolutely.
MS. SPEER: I was listening to you guys
earlier and almost everything that you touched on,
I could give you my views of it, I'm sure, whereas,
you know, why women stay. People think that we
stay because - my family - it was down to - when I
was in this situation, it was like being in a ball
by myself. I don't know how to explain it. It's
just like I was all alone. My family thought, "Why
don't you leave, Mom?" My friends, you know, "Oh,
you're stupid, Maria." And all kind of things.
But people don't really know what's going on and
why.

He was, you know, threatening to kill my family and my children and God knows I would never let that happen and, you know, the only thing that actually - when I jumped from the car, I was thinking about my children. They mean the most to me and I would never let the fact (inaudible) and I'm sure it's not - but, you know, I mean it's like I have - I just - I think about the women, if

received any of that before you went in or if you know what I'm talking about, a worry that I always had for those women, because I would tell and not everybody did, but you know, "I'm looking at a piece of paper and now I'm safe," let your guard down.

MS. SPEER: I do have a view on that, no, you're not, you're not. For me, just for me personally, that piece of paper meant nothing. Absolutely. He did not take it serious. It did not stop him from doing anything.

When he came to my job, I truly felt that day - he had the gun. He would have shot me in the parking lot, had my friend not been out there with me or the security guard came out. And then trying to get me to my mother's grave site, which is very morbid to me, you know.

And actually my daughter and her boyfriend were going out there and I stopped them and I just know that at that date, that I think that he probably would have, but no, that Order of Protection, to me, it means nothing. You have to do your own.

I had to be on my guard all the time and I may be a little bit more strong willed than most

13 (Pages 49 to 52)

Page 55 Page 53 1 people, but, you know, I just - I think that women 1 her mama, and so I'm not really worried about her, 2 just need to be more cautious and they need to 2 you know, but I think that yeah, yeah, I would love 3 3 to speak with those girls and talk to them. really look - there's so many things now that I 4 know. There's so many things to look for, you 4 I don't know, but there's got to be way, 5 5 know, tobecause like you said, there's too many men out 6 JUDGE DANDURAND: And I - even in 6 there now that that's their name for us is the B 7 7 word and that's not right. That's not right at addition to that, just a little bit more, in really 8 talking to my clients about it and even when I was 8 all. 9 issuing them that they were Order in courts that be 9 ATTORNEY GENERAL KOSTER: Representative 10 10 Kander? very aware that this may, in fact, accelerate or 11 exacerbate this bad actor's emotional situation. 11 REPRESENTATIVE KANDER: You said that you 12 It's just - you know. I'm not trying to 12 discovered that with his ex-wife, he had had a 13 discourage - I wasn't trying to discourage anybody. 13 history of domestic violence as well. Had he had a 14 I just wanted them to be fully aware and informed 14 prior civil Protective Order there, as well? Do 15 and I concerned myself with the idea that that may 15 you know? What sort of-16 not be well enough communicated so that adequate 16 MS. SPEER: I - you know, I just - it was 17 precautions are taken. You know, I'd say, if you 17 that we had talked on short because I wanted to 18 18 want to make them really mad, this would make them find out about him after he - a different time, 19 really mad, and just be aware that it might. Not 19 started to come out and I need to find out. She 20 that you shouldn't do it, because you need to, but 20 said that basically he was doing, you know, he 21 be aware of the same. 21 would terrorize her, as well. So I don't think she 22 22 ever got an Order of Protection, but she got MS. SPEER: Yes, absolutely. 23 ATTORNEY GENERAL KOSTER: Representative 23 divorced. 24 Kelly. 24 ATTORNEY GENERAL KOSTER: Colleen, go 25 REPRESENTATIVE KELLY: Thank you. Is 25 ahead. Page 54 Page 56 MS. COBLE: I think one of the dilemmas 1 there any way to get young girls to listen to 1 2 people like you, because I know in Columbia, the 2 is reaching that point of balance about knowing 3 3 shelter people have gone to the high school and that an Order of Protection doesn't stop bullets, but also recognizing that it can mean a great deal 4 4 I've gone to the high school and you get a lot of 5 eye rolling and whatever, you know. And it's a 5 if everyone in the community makes it mean 6 6 something, so that every violation results in an whole lot easier for a nineteen year old to walk 7 out of this than it is for a 37 year old with two 7 arrest, that every judge will hear full 8 8 kids and no job. consequences of that, so that you know just as you MS. SPEER: Absolutely. 9 9 do with a DWI, there's a line, you cross it, 10 10 REPRESENTATIVE KELLY: And yet, they will there's a severe consequence, it is without a doubt going to happen. And that then leads into the 11 not listen about this. They keep going back to 11 12 those boys. I mean you hear it in parking lot, 12 behavior change that can change things in the high "Hey, bitch, come here." The first time she hears 13 13 school parking lot. 14 that, she needs to walk away and never go back. 14 But at the same time, we have to demand 15 15 MS. COBLE: He needs to watch his mouth. that those Orders are respected, that they're given 16 REPRESENTATIVE KELLY: That's true. But 16 great weight, even as we do the types of lethality 17 just think, yeah. But how do you communicate that 17 assessment projects that are getting them out of 18 to them in ways that they understand? 18 the dangerous situations in the meantime, with the 19 19 threat of what is real that you experienced and MS. SPEER: Well, I don't know. I wish 20 my daughter would come down here and speak on it, 20 also the way that we can improve things for other 21 but, you know, she was fifteen when this happened 21 women. 22 22 and was with me in the house the whole time and I MS. SPEER: Thanks.

Fax: 314.644.1334

ATTORNEY GENERAL KOSTER: Very good,

Maria. Thank you very much for coming.

MS. SPEER: Thank you very much.

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am sure - although now that she's 21, she doesn't

say it to me, but I am sure it had a definite

effect on her and she is very strong willed like

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Page 5'

ATTORNEY GENERAL KOSTER: The second presenter on this panel is Kendall Seal with Legal Services of Southern Missouri. Kendall, welcome. The floor is yours.

MR. SEAL: Good morning. First, I'd like to thank Maria for having the courage to come and share with you all her story. As Attorney General Koster said, it's the story of so many across our State.

I practice domestic violence and family law legal services in southern Missouri. There, I work with adult and child victims of domestic violence, sexual assault, stalking, and human trafficking, and then covering southwest and south central Missouri. The services that my region offers women, men, and children in these situations differ greatly across the region.

My primary work is with adult and child Orders of Protection and safety planning. My office focuses on the lethality assessments: I was delighted today to hear that conversation occurring with regard to first responders public benefits and the access to those public benefits is another key component for victims, as well as privacy and safety concerns.

transgender community as it pertains to domestic violence. This community is no stranger to authenticity or political conversation. So today, as I share with you about domestic violence in Missouri, I will highlight the difficult journey of LGBT victims.

I will focus my comments on three areas. The changing definition of family or household member in Chapter 455, specifically; enhancing the scope of coercion and stalking beyond physical harm, and re-examining child Orders of Protection.

First, changing the definition of family and household member. Missouri courts are looking for ways to reduce the numbers of Orders of Protection. In Roberts v. McGuire, the Missouri Court of Appeals for the Southern District limited step-parents from violating Orders of Protection against one another. Many domestic violence and family law attorneys discussed how this decision was brought about in more of a concern for judicial economy and efficiency.

The on the ground reality is that the language in the decision reduces access by increasing - by reducing the access to justice for LGBT people as well. It chips away at Missourians'

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Most recently, my office participated in the New Directions in Fatality Review Conference. This is a significant advancement in the state of Missouri. Some 40 states have fatality reviews at different levels. Missouri is one of the ten states that does not have any kind of review.

My office is also interested in tackling teen dating violence. These issues are not discussed very much at the local level. They're not discussed very much at the statewide level, and yet, as previously indicated, it's in some ways, the initial red flags are occurring among teenagers in their dating life.

I think it's important for you to understand a snapshot of my history for you to understand me. I grew up on a farm in the southeastern part of the State. The closest big city had 139 people. My parents are teachers, small business owners and farmers. Life in rural Missouri is kind of like that - a few people wearing many hats. And so it is with me. I'm an attorney and a man. I'm gay, and I'm a survivor of domestic violence.

Today I would like to discuss the concerns of the lesbian, gay, bisexual, and

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right to be safe. Notably the dicta on page 4 of that decision paints a vivid picture of where judges are coming from on this topic of who has a right to be safe. And I quote, "When we read the entire definitional clause so as to give effect to all the words used, we can conclude that it only applies to a man and a woman, who are the biological or adoptive parents of a child." The Court then confirmed that in Missouri, a marriage can exist only between a man and a woman.

The Court did not assess the portion of that same statute that includes an adult who is or has been in a continuing social relationship of a romantic or intimate nature with the victim, and this is significant, and this is the language that is used to protect single sex individuals and same sex victims.

Yesterday's dicta can become tomorrow's law and possibly an unintended consequence of Missouri marriage amendment. Other states have had this issue with their marriage amendments and their domestic violence laws. Notably the Ohio Supreme Court weighed in on the issue in State of Ohio v. Carswell. Their appellate courts came to different conclusions on whether their domestic violence laws

Page 61 Page 63 1 cover same sex couples. 1 worked together on that. I was just a young pup in 2 The Supreme Court there ruled six to one 2 short pants. 3 that despite their broad reaching, even more far 3 MS. COBLE: Well. I was younger too. 4 reaching than Missouri, marriage amendments, that 4 ATTORNEY GENERAL KOSTER: But my 5 their domestic violence laws could, in fact, apply 5 recollection is that the most conservative members 6 6 of the Senate knew exactly what that clause meant. to gay and lesbian Ohioans. 7 The Court did not toss out safety for 7 MS. COBLE: Yes. 8 8 gay and lesbian Ohioans and I feel as if this Task ATTORNEY GENERAL KOSTER: And signed off 9 9 Force should consider when reviewing all the on it. 10 definitions of family, that they consider gay and 10 MS. COBLE: Yes. 11 lesbian lives in that definition of family and 11 ATTORNEY GENERAL KOSTER: It was a very 12 12 household member, maybe even more directly, because interesting debate. They knew that that clause was 13 since the initial domestic violence law Chapter 455 13 opening protection to the gay community and let it 14 came about, there have been significant social 14 go through very willingly back in 91 is my 15 changes in the area of gay and lesbian equality and 15 recollection. Go ahead. 16 in Missouri State sanctioned bias. 16 MR. SEAL: The second issue is enhancing 17 The second portion that I'd like to 17 the scope of coercion and stalking beyond physical 18 18 address is enhancing the scope of coercion andharm. We've heard today from a survivor who 19 ATTORNEY GENERAL KOSTER: A question, 19 discussed the level of coercion in her 20 20 question. Did the Southern District case involve a relationship, the red flag, the indicators of 21 21 gay couple? control that were in existence. 22 MR. SEAL: No. The Southern District 22 The definition of coercion in the Adult 23 case involved step-parents and the Court went into 23 Abuse Order of Protection, Chapter 455, is fairly 24 greater detail in the decision to try to clarify 24 narrow and fairly general. It does not, in my 25 25 family and household member. opinion, cover the full range of coercive Page 62 Page 64 1 ATTORNEY GENERAL KOSTER: Colleen, do you approaches that would be beneficial to victims of 2 know the case? 2 domestic violence. 3 3 MS, COBLE: It's an open door into I'd like to invite the community to look 4 4 changing and limiting the definition. at Dr. Evan Stark and his discussion of coercive 5 5 MR. SEAL: The forum they also provided control, how men entrap women in personal life. 6 for Orders of Protection changed shortly about a 6 "Like hostages, victims of coercive control are 7 month after and it added step-parent and incest 7 frequently deprived of money, food, access to 8 8 relationship bias, and if those boxes are checked, communication or transportation and other survival 9 they can trigger-9 resources." This coercive control is used between 10 ATTORNEY GENERAL KOSTER: Is it your 10 gay and lesbian community in context, typically 11 belief that the Southern District intended a 11 around outing. You'll be outed to your employer, 12 message to the gay community when it was drafting 12 you can be outed to your landlord, you can threaten 13 that? Is that what-13 child custody, and unfortunately, again, in 14 MR. SEALS: It is my understanding, the 14 Missouri, you can be discriminated against on the 15 way that many of the Courts that I was talking 15 basis of sexual orientation or identity when it 16 with, that there was a concern about the volume of 16 comes to employment, when it comes to housing and 17 Orders of Protection and judicial economy and in an 17 child custody (inaudible). 18 effort to try to reduce the volume of Orders of 18 Next, I think the definition of stalking 19 Protection, they introduced this language to the 19 needs to be re-examined. Stalking is one of those 20 family and household member. 20 categories where the Child Orders of Protection may 21 ATTORNEY GENERAL KOSTER: And is this the 21 occur between a third party and victim not 22 one that was passed in 91 that you worked on that 22 necessarily people who are in a relationship. The 23 23 opened that Chapter up? Do you remember this? definition, again, I think really is maybe too

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broad in some ways and too specific in others. It

gives examples of peering into a window and yet

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MS. COBLE: Yes.

ATTORNEY GENERAL KOSTER: Colleen and I

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today, it would be a proliferation of GPS tracking devices and cell phones in cars with social networking online.

More recently in my practice, I've come across the shipping of animals with devices, as well as toys to track individuals. This is significant. Many of the cases do have the component of stalking and I feel like that language needs to be updated. Technology is outpacing the law by leaps and bounds and in this particular area, it's outpacing an individual's right to be safe.

Re-examining Child Orders of Protection.
Child custody and safety from violence go hand in hand. Same sex couples with children are particularly vulnerable. The Child Order of Protection Statute is not working very well, to be candid. Rarely are Child Orders granted. Rarely are guardian ad litems appointed. Rarely (inaudible) Child Order of Protection cases.

Many attorneys and judges view these Orders as ways to get a cheap custody case. Some fiercely believe that the offending parent needs to have contact with the children immediately preceding the hearing, despite a track record of

 $$\operatorname{Page}$ 67 has, you know, the right to engage in or either

abstain from it.

It may sound very basic, but I don't think many members of the legal profession have an understanding of how that coercive control actually happens.

The stalking one, as well, for evidentiary purposes, is more challenging to tell that story. And if there's anything the Task Force could do to make that a process, I think, a little easier, I think would be helpful in those cases.

ATTORNEY GENERAL KOSTER: One of the issues that we discussed perhaps in the, probably a week ago was the issue of maintaining privacy if there is abuse within a gay couple, and that attempting - receiving the Order of Protection is a de facto outing even if the couple wants to - one individual wants to maintain privacy vis a vis his employer or anything else.

Are there ideas that anyone has with regard to trying to accomplish both goals, protection of the victim, but also maintaining privacy if that's the choice that the individual wants to make?

REPRESENTATIVE KELLY: Well, one of the

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violence directed at both the child and the parent.

I refer to this Task Force to examine the current for Child Orders of Protection in a way that protects victims and protects your children and be mindful that LGBT parents in other communities face additional biases and hardships when they enter the court system. Many of these victims do not have the resources to wage a full on child custody battle. But sometimes they will fund an aggressor or will fund an offender and many times, they are cast in the light of the chaotic, crazy victim and in many cases, lose custody of those children.

ATTORNEY GENERAL KOSTER: Questions?
MS. COBLE: Do you have some ideas in terms of language on elements of broadening coercion to perhaps mirror some other language in other chapters that have that included?

MR. SEAL: Certainly. I think a good example within the Child Order of Protection talks about emotional abuse. We are reading this language as substantial emotional abuse, but yet, there's no parameters of what that could mean in terms of economic control, or, you know, there's this manipulation on constitutional rights that one

Page 68 things you can do is an Order sometimes is keep the address or the current living arrangements of the respondent concealed. Could you - now, I'm just thinking out loud here. Could you keep other information in the Order or in the hearing concealed? And I think you've got an awful hard time doing that; don't you? I don't-

JUDGE DANDURAND: You can't, not unless other changes are made, but the logic is-

REPRESENTATIVE KELLY: That's what I mean, could you by statute? And I think it's really hard to get there, because you're effectively closing the court.

ATTORNEY GENERAL KOSTER: Just to hypothesize a difficult situation, what if you had a military couple living off base in a domestic situation, who is caught between-

REPRESENTATIVE KELLY: One of them is gay.

ATTORNEY GENERAL KOSTER: I'm going to assume it's - hypothesize a gay relationship. One of them is in the military. And you're caught-

REPRESENTATIVE KELLY: Yeah, yeah. It's a real good example.

ATTORNEY GENERAL KOSTER: And you're

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caught between conflicting policies.

REPRESENTATIVE KELLY: It's a real good example. Could you keep it-

MS. COBLE: At least some of the reporting has changed in that the ex parte information is no longer publicly accessible on Case.net, so that only the information goes out over that public link to the courts when there's full Order issued at the hearing, so that provides some measure, but not in all situations.

MR. SEAL: Well, we had some problems, too, with regard to (inaudible) once you enter - you know, calling law enforcement is an added routine. You're taking certain levels of risk and I think for a gay and lesbian couple in Missouri, to call your Sheriff, call the local police officer and say, "Hey, I'm gay. I'm a victim." I don't know that you would be believed.

MR. LAMB: Let me interject. I think that we have to look at the kinds of policy, of public policy, of what it should be. You know, the whole idea of getting an Order of Protection and making it theoretically easy for someone without means and without an attorney to apply for it, the whole purpose is to keep that person safe, yet the

file be sealed for good cause?

JUDGE DANDURAND: The courts don't have the discretion to not grant it by law. The court can't say, "Well, I think this is best, so I'm going close the file." We don't have the authority to do that.

REPRESENTATIVE KELLY: And the other part of this is one of the things the Southern District was articulating is the abuse of the Order of Protection, which is absolutely true. Every judge in the State of Missouri understands that there are too many Orders of Protection issued. And they're often issued for inappropriate reasons.

MR. SEAL: I think that's right. I think, you know, just like any system, there are sometimes claims to (inaudible) coercive control component when sufficiently addressed in the definition, will reveal aspects of these relationships before they have to get to the level, before they have to get to that level. I think sometimes we draw that line, you know, present fear of physical harm, she has to have a broken bone, she has to have a bruised something.

I'm not going to say that you shouldn't be able to prove your case, but to say that the

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the making it public, is actually counterproductive to that result and doesn't make them safe because as you have astutely pointed out, in these types of relationships, the threat or the hammer hold over is the actual outing of someone. And if that, in

process itself, including the publicity of it or

is the actual outing of someone. And if that, in itself, defeats the purpose, perhaps that can be examined as a way to look at when a court might have discretion to close a file or to seal it if it

endangers the safety of the applicant.

MR. SEAL: Some of these cases, too, are incredibly violent I think, and even with, I think, our best coverage of these cases really doesn't tell the story, because you'll read in the Kansas City Star sometimes where it will be - it will just say they're roommates. In other words, you know it was a roommate disagreement. And some of them are roommate disagreements and others are gay couples and their stories never get told and the threat of outing these are a severe practice to the economic situation, but because to their families, to their reputation, and I think that is a very intense situation for the victim, but also it's a weapon

ATTORNEY GENERAL KOSTER: Judge, could a

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definition should be sufficient to allow you to tell that story, and I think like right now, that definition, while it's a positive one because it addresses - I feel it could be - the parameters could be a little tighter to give some boundaries.

ATTORNEY GENERAL KOSTER: Another question for Judge Dandurand. If at the end of the ex parte statute, a single line was inserted that said, "An Order under this Section may be closed for good cause:" What are the public policy down sides to closing the file so that the only people who knew about it were the petitioner and the respondent and law enforcement?

JUDGE DANDURAND: You know, I think Chris or Jolie could jump in on this too, but if it just said "for good cause," that would not survive a challenge. If it said something like "for the safety or potential harm that may come to the victim," something that had to do with the personal safety of anybody involved in the issuance of the Order, be it the child or the parent, it would have a better chance of passing muster in, and certainly a better chance of surviving attack in the courts on privacy and the press' right to have access to open courts. So if it just said "for good cause,"

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for the batterer.

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I can think that would fail.

MR. SEAL: There's also I think the issue, the best interest of the children in these cases and what best protects these with regard to the privacy because sometimes children, unfortunately, fall through the cracks and their stories are never shared in a meaningful way.

In a lot of these cases, especially with poverty, poverty law contact - it's amazing, from my perspective in rural Missouri, what's acceptable in some ways in an urban setting with all the resources versus what's acceptable in an out state Missouri county.

JUDGE DANDURAND: Judge Kelly brought this up too. You know, we go so far as to make certain that every single paternity case is filed with a closed file for a lot of times no good reason whatsoever and certainly not because there may be some danger to anybody involved, just because they make paternity cases closed files so that maybe the children are not found out about and things like that. Which, to me, it would seem like if we can close those files, we ought to be able to do something with legislation that would prove to be in the best interest of children or the victims.

within our own communities to educate on these issues. And I think we've got groups, obviously, in Kansas City, the Kansas City Anti Violence Project, we've got folks here today from them and

Project, we've got folks here today from them ar across the State who are educating within the community about the need to speak out.

I think what I'm hearing from you is because we have this - not necessarily, you know, in a box to check to seal the records, but what I'm hearing is when we are taking into account any changes to definitions of family, to remember that there are people out there right now who can't define their family in the same way and who might be lost and, you know, fall through the cracks if we don't do that.

And then also, there are other tweaks we could make in the coercion and other things to take into account these extra factors until we remove the outside problem which is the discrimination against LGBT people.

UNKNOWN MALE: That's correct.

ATTORNEY GENERAL KOSTER: Kendall, thank you very much for your presentation and for a number of very good ideas. With the indulgence of the panel, I would like to jump over our break

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REPRESENTATIVE KELLY: Yeah, but safety doesn't do it, because all Orders are for safety. That includes 100 percent of the Orders, I think, anyway.

ATTORNEY GENERAL KOSTER: This is a really good point.

REPRESENTATIVE JUSTUS: It seems to me that the underlying issue is that with LGBT couples, there's a heightened problem because of the outing, but if we didn't have the underlying discriminatory policies in this State and in this country, we wouldn't have this issue.

Number one, you couldn't get fired in the State just because you're gay or perceived to be gay. You wouldn't get thrown out of the military. I mean then, obviously, we wouldn't have this problem to the same extent.

The only other community that I can think of that has an issue, would be, as we talked about and you mentioned, the undocumented community, where, you know, there's a fear of even coming forward because you're going to be outed and then all the consequences that come after.

So two things pop into my head. First of all, as communities, we need to continue to work

Page 76 because the Jackson County Prosecuting Attorney is here in the room and if it's okay if-

 $\ensuremath{\mathsf{MR}}.$ KANATZER: If you need to take a break, that's fine.

ATTORNEY GENERAL KOSTER: Does anybody need to take a break? We'll take a five minute break.

(WHEREIN, a recess was taken.)

ATTORNEY GENERAL KOSTER: We are pleased and honored to have Jackson County Prosecuting
Attorney, Jim Kanatzar, with us this morning. Jim, welcome.

 $\ensuremath{\mathsf{MR}}.$ KANATZAR: Good morning. Thank you for having me.

ATTORNEY GENERAL KOSTER: The floor is vours.

MR. KANATZAR: I can't tell you how much I appreciate the fact that you are doing this and I can't tell you how much I appreciate the fact that you have asked me to come and give my thoughts on what is a very, very important issue, not just in the State of Missouri, but around the country and I applaud your efforts on convening this Task Force.

Domestic violence is an issue that became very important to me_very early in my career

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as a Prosecutor. I was an Assistant Prosecuting Attorney with less than a year on the job when I was approached by then Prosecuting Attorney Claire McCaskill to volunteer to be on her newly formed Domestic Violence Unit in the Jackson County Prosecutor's Office, and I was glad to do that.

Although at the time, it wasn't the first place I would have chosen in the office to go, after having done my tour of duty there, for lack of a better word, I have no regrets whatsoever about it. It was an excellent experience and I learned very early in that process and I tell all my new attorneys as now, to go to Domestic Violence Unit for the first time that.

Once you've been in the Domestic Violence Unit and once you've prosecuted domestic violence cases, every case after that looks relatively simple. That's just how challenging these cases are to Prosecutors, challenging for many reasons.

I'll give you an example. One of the first jobs that I was given in the Domestic Violence Unit was to handle our preliminary hearing docket. And we had a preliminary hearing docket once a week and I would go to this docket and I

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So you were often faced with the undaunting task of putting your victim and only witness on the stand, only to have to impeach them with the prior consistent statement that they gave to the police, with a judge who may or may not be sympathetic to that situation and is wondering why you're wasting his or her time with a case of an uncooperative victim. It makes for a very, very challenging three hours in the morning trying to get that done, but very rewarding and very necessary for this reason.

By the time a domestic violence case had reached the state level and kind of cycled its way out of repeat offenses at the City level, you are really dealing with, as many of you, I'm sure, know by now, a terrible cycle of violence that often ends in serious injury or death, and at some point when you have this history of this cycle, I believed then and I believe now, as did now Senator McCaskill, that it's our responsibility as Prosecutors and law enforcement to step in and do everything that we can to break that cycle of violence, even if we do not have a cooperative witness or cooperative victim to accomplish that prosecution.

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would have anywhere from 30 to 40 cases on this docket, so 30 to 40 victims in domestic violence crammed into a small courtroom with a defendant, the defendant's family, other people who had to come to see if the victim was really going to show up and testify.

And often times, by the time the preliminary hearing rolled around, the victim was no longer cooperative. The arrest had been made months ago, the situation that arose at that time that ended up with us filing charges, had now dissipated and would often, unfortunately in these cases, the cycle of violence was starting to continue again and the victim was becoming uncooperative and wanting to return into the relationship.

So often times, as the Prosecutor at the preliminary hearing docket, you stood alone and you had a victim who did not want to cooperate with you. You had a defendant who was obviously adverse to you. You had a judge, and depending on who that judge was at the time, may or may not have agreed with our office's policy then and now, that we do not dismiss domestic violence cases just because the victim was no longer cooperative.

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With that said, those cases are challenging also when you get past the preliminary hearing stage. Your challenge is going when you've got a jury - and I'm going to talk about this later on in my presentation, who may not be sympathetic to the victim, who also sees domestic violence, some of the social mores, that this is a family problem and not a problem for the police or the courts to be getting involved in. You're up against a lot of societal perceptions with a jury that don't always go well for the prosecution and for convicting a defendant of domestic violence.

In speaking with the MOP staff and also the General Prosecutor's staff, I wanted to make sure that I addressed the questions that you wanted addressed by my presentation and they were helpful in giving me some of the background of where you guys have gone from here and some of the information that's been presented to you and the questions that you have. So I prepared a statement that I think addresses those questions. I'll read through that and then I'll be happy to answer any of your questions, if that's agreeable.

First of all, how we prosecute domestic violence cases in Jackson County, Missouri. When

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the police respond to a domestic violence assault, they will always contact a detective within the Domestic Violence Unit to determine if the case can be worked up at a City or a State level charge.

When a case is worked at the State level, the officers will arrest the abuser and a 24 hour hold begins. Officers at the scene will take photos of the victims injuries, any damage to the inside of the house, broken pictures, lamps, phone cords, holes in the wall, et cetera, and any weapons that may be collected at the scene. If the victim is injured, obviously an ambulance will be called and the victim is taken to the hospital, which also may require follow up investigation with medical personnel.

When the 24 hour begins, the domestic violence detective assigned to the case will first make contact with victim to take a formal statement. The detective will also take additional injury photos at that time. If the victim went to the hospital, the detective will get medical records. The victim will be talked to by detectives about how to get an Order of Protection. The detective will also talk to any witnesses that were present when the assault took place and take a

investigation. When we charge our cases, we look for corroboration of the victim's statement, injuries, witnesses, medical records, violations of Order of Protection that may be in place, corroborating witnesses, caller ID's, voice mail messages, anything that we can help corroborate a victim who we know may not be cooperative within the following months.

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When we do file a case, we request higher bonds than regular assault cases, due to the level of dangerousness of DV offenders. We also ask that the bond be designated as a no contact with the victim Order in every case that we file, and we're very lucky, at least in Jackson County, getting most of our judges to issue a No Contact Order as a condition to bond.

Once our case is charged, we have a victim advocate, one in eastern Jackson County, one in Kansas City, who contacts the victim to let the victim know the about the charges, the bond, to see if the victim needs referrals to shelters or to counseling and get the victim's thoughts on what the victim wants to happen in this case.

All of our cases end up on the domestic violence docket, which is under criminal

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statement from them. The detective will talk to the suspect in an effort to take a statement and will also document any injuries to the defendant.

Our office then reviews the case file for charging. The majority of our cases are handled on an in custody basis. This means these are not what we call anytime warrants, where the police will work up a case, present it to us for our review at our leisure. Because these are obviously very dangerous cases that need attention and we need to keep the defendant in custody if we can. We have 24 hours under Missouri law to do that, which creates challenges to get all of those things that I've just discussed done and my attorney on the job and reviewing that case within a 24 hour period.

We have a Domestic Violence Unit that has pager duty. Every attorney on the Unit with even the Trial Team Leader, takes their turn, a week at a time, as being on pager duty and they're on page duty to the police departments across Jackson County, 24 hours a day, seven days a week.

We make every effort to charge our cases in custody, obviously due to the dangerousness of releasing the suspects pending further

Page 84 assignment. We send out a letters to the victims, asking them to come to court because bond is typically addressed at that time and let them know where our plea offers are.

After the docket stage, our cases get assigned to an attorney for trial and that attorney and advocate will notify a victim of any plea offers, court dates, trial settings, et cetera, through the process. We review a lot of cases in the Domestic Violence Unit and when we charge a case, it is our intention to see the case through final disposition, trial or guilty plea. Dismissal of the case is a last resort and we have a policy of not dismissing due to uncooperative victims.

We will go forward with a case even though a victim is being uncooperative because we are mindful of the defendant's control and intimidation over a victim. Again, the cycle of violence at this point needs to be broken even if the victim is not cooperative.

Our statistics for the last year and a half, just to give you a kind of a concept of the numbers that we're dealing with in Jackson County, in 2009, we filed 176 domestic violence cases. We went to trial on 15 of those. The number of cases

Page 85 Page 87 that were pled had total charges - we pled 291 or more priors at the City level. We generally 1 1 2 2 cases. That's 291 separate defendants in 2009 for take full Orders of Protection cases on if we think 3 3 a total of 370 charges. the situation could escalate to violence even if 4 A breakdown of charges are as follows 4 there hasn't been any prior contact at the City 5 5 for 2009: misdemeanors, 114; Class D felonies, 29; level. 6 6 Class C felonies, the bulk and bread and butter of The city here in Kansas City does not 7 7 our domestic violence prosecutions, 169; Class A have an ex parte ordinance, which requires us 8 and B felonies, the more serious domestic violence 8 really to take all ex parte violations at the State 9 9 assaults, 58. level, which is a burden, but a necessary one, 10 For 2010, we are really on par for the 10 because a lot of times, those cases can escalate 11 number that we filed in 2009. So far, we've filed 11 quickly into violent situations and causing serious injury or death sometimes. 12 137 cases; we've had 7 trials. The number of cases 12 13 13 or separate defendants that have pled this year are ATTORNEY GENERAL KOSTER: Jim, can I ask 14 14 159; 213 total charges pled. Right now, the you a quick question? Also, I'm interested in the 15 charges for 2010 are 73 misdemeanors, 17 D 15 Judge's opinions. What are the ramifications, off 16 felonies, 94 C felonies, and 29 A/B felonies. 16 the top of my head, again, of requiring certain 17 17 I'd like to talk to you a little bit now domestic violence crimes to be automatically 18 about how we interact with these seventeen 18 brought to the State and to take them out of the 19 19 municipalities that are in my jurisdiction in municipal realm, the way we started to do with the 20 20 determining whether cases go to City or State. other - just what are the ups and downs of that? 21 21 JUDGE DANDURAND: You know, that might be ATTORNEY GENERAL KOSTER: Representative 22 22 Kelly? better answered by Jim, but. 23 REPRESENTATIVE KELLY: No dismissal? 23 MR. KANATZAR: I definitely have an 24 24 opinion, but I'd like to hear yours. MR. KANATZAR: I'm sorry? 25 25 REPRESENTATIVE KELLY: No dismissals in JUDGE DANDURAND: Well, certainly it Page 86 Page 88 1 those two years? You didn't dismiss-1 would pass muster. I don't have any doubt that if 2 2 MR. KANATZAR: Oh, yeah, there's the legislature decided that domestic violence 3 3 dismissed cases. cases have been really charged with - taken from 4 REPRESENTATIVE KELLY: Did you say how 4 the jurisdiction of municipal courts, they should 5 5 many dismissals? be charged, as they're doing with certain levels of 6 MR. KANATZAR: No, I didn't. I didn't. 6 DWI's with the State. You're not suggesting every 7 7 We had charged - I can get you that information, single time, every single one, I'm assuming? I 8 8 but out of the number of cases that we had charged, know you have the option but-9 9 we pled 291, 307 total charges. So yeah, I don't ATTORNEY GENERAL KOSTER: Well-10 mean to give you the impression that we don't ever 10 JUDGE DANDURAND: A certain level is a 11 dismiss cases, but we do. 11 State case-12 12 ATTORNEY GENERAL KOSTER: From my We have a policy in place with the 13 police department and the City Prosecutor's Office, 13 perspective, from my days as a Prosecutor, the 14 14 so that when officers on the scene call a detective concern always was that DWI's were disappearing at 15 in the Domestic Violence Unit, they will be told 15 the municipal level. And a similar concern would 16 16 whether a case will go to the City or to the State. be that domestic violence is disappearing at the For assault, the case will go to State level when 17 17 municipal level, perhaps. I don't know the answer. 18 the defendant has four or more priors at the City 18 REPRESENTATIVE KELLY: That's reporting 19 19 level, the victim has broken bones or stitches, the that doesn't happen. 20 20 victim is pregnant and the child is compromised, ATTORNEY GENERAL KOSTER: Reporting. It 21 21 the victim has been strangled or loses doesn't get on you all's. 22 consciousness or a weapon is involved. 22 REPRESENTATIVE KELLY: Well, right. But 23 23 For violations of Order of Protection that's - you can empirically discover that, yeah, 24 cases, they will come to the State when there is 24 because, by polling of the municipalities. I don't

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have any sense of it because they all came to me or

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threat to the victim's life, the defendant has four

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to one of us, the Associates at Boone, because Columbia doesn't have any domestic violence misdemeanor prosecutions. They all come to State.

ATTORNEY GENERAL KOSTER: Jim, what's your opinion?

MR. KANATZAR: Well, fifteen years ago when then Prosecutor McCaskill had the foresight to start a Domestic Violence Unit in her Office, you would not have heard the numbers that I just gave you about the number of cases that were filed on a State level, that happened. Most of them were handled at the City level and it was her opinion, and I agreed at the time, that many of those cases deserved to be at the State level. Now, you see fifteen or so years later, the number of cases that were prosecuted and handled.

MS. COBLE: Could I interrupt, if you don't mind?

MR. KANATZAR: Sure.

MS. COBLE: Isn't it true, and I do recall when those decisions were made, and it was because of the total lack of prosecution of any domestic violence cases at the State level and that the municipal approach was put into place in Jackson County.

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I would say that the process that we have now - again, it's also, the biggest issue is resources, like you pointed out. They may work for - we're at a level where we're doing the best we can. My guess is there are probably more cases at the State level that we could take and have a bigger impact on, before they reach that criteria.

MS. COBLE: And if you look at the lethality assessment questions, those aren't a parallel construction to the process that's set in place here for broken bones, stitches-

MR. KANATZAR: Correct.

MS. COBLE: -this. There's no parallel there to what we know within the larger Jackson County community is going on to address those most lethal cases that seemingly wouldn't meet this standard.

MR. KANATZAR: Right. But what I wanted to make clear though, and please don't misconstrue me, I think our City Courts, our City Prosecutors do a wonderful job handling the domestic violence with the cases that they have and I don't mean to give you the impression that, you know, if there's a serious injury and there hasn't been four priors at the City level, that we're not taking the case.

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MR. KANATZAR: Well, you're going back further than I - I wasn't involved in the criminal justice system at the time.

MS. COBLE: It was before when Claire was elected to that position, but my question, and I know that there's an entire system set up that continues to function and it gets people into court when they otherwise wouldn't, but hasn't this approach - if resources were an obstacle, would this approach be seen as the best practice that someone got four municipal level domestic violence charges when in most any other community, those would have been of a felony level because they would have gone into State Courts? Is this the best practice? I understand it's put into place because of lack of resources, but.

MR. KANATZAR: You know, it's an interesting question and I don't think I can answer that and I think Representative Kelly was spot on. I think what we need to do is have some sort of empirical data to see how many cases there are at the City level, where there are one or two arrests or convictions and then nothing else happens after that.

And if that's a significant number, then

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We are taking the case. But those things are things that are looked at not in conjunction with one another or on top of one another, but separately as factors as to why we take the case.

And we work very well with the City Prosecutor's Office. Often times, they will take cases to us that the police departments had decided to go to the city with, they think was more appropriate for the State to take a look at.

But the biggest issue, the biggest question, not just in domestic violence, that's going to come up in this area - DWI which would be seen as - at some point, given the lack of resources that you have at the county level, and again, my budget has been cut three years in a row and it's going to be cut again this year.

You know, I have four attorneys or five attorneys that handle all domestic violence cases across this county, and you've heard the numbers that we're dealing with. And at some point when you overload a system to a point where we're not doing - we're being as effective as we can with the resources that we have to address the serious cases. And I can tell you is that I can, given the resources that we do have, the limited resources

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that we do have, and the fact that those resources are going to continue to decline, I think the numbers that we dealing with in the system that we have in place is the most effective way to deal with the problem at both the City and the State

ATTORNEY GENERAL KOSTER: You have a unique situation, however. Half of the City Prosecutor's Office is staff and is a fairly substantive organization. Outside of Jackson County, every City Prosecutor is a part-time attorney who is at a Wednesday night docket with 90 files in his bucket and they're just boom, boom.

MR. KANATZAR: Keep in mind, I'm not unfamiliar with that. You have a lot of rural areas in Jackson County and a lot of small municipalities in Jackson County in addition to Kansas City. So that's not a problem that we're not familiar with.

It's not a problem that, you know, often times, cities that don't have resources that say a Kansas City or an Independence or a Raytown has, that we have to, you know, take a case that normally we wouldn't take if it happened in those jurisdictions.

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terribly egregious case. If the Prosecutors across the State don't have that information in front of them, they can't make that assessment.

ATTORNEY GENERAL KOSTER: Sorry, I interrupted you with my question.

MR. KANATZAR: That's okay. Feel free to do that. That's what I'm here for. On some occasions where a case has gone to the City instead of my offices and the officers at the time who were doing the investigation didn't know the extent of a victim's injuries at the time, will be contacted by the police or City Prosecutors and asked to take the case to State filing.

This creates a problem though, I don't know how you address it, but a smart defense attorney will run in and if a case has been filed in the city, will run in a plead that case very quickly in City Court, which would bar us then from prosecuting the same offense at the State level, so it's something that we try to look for, but sometimes that problem occurs in that type pf situation.

In some cases that are sent to the State, we will send - if it initiates at the State, we will send that to the City if it meets our

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ATTORNEY GENERAL KOSTER: The question is are those cases being appropriately handled or are really taking this quite seriously and are those dispositions getting to MULES(ph)? You know, are the police officers who are stopping these folks and everything - there's still a three part, an A, B, or C when you're stopped and it means it will give a level of danger on the MULES computer. Do they have that corresponding designation put on their file, so the police knows when he's walking up to a car that's been stopped where the person has had dangerous charges attached to him before?

MR. KANATZAR: And I know you have Chief Piccinini after me who can speak more definitively on that issue than I can, because I just don't have an expertise as to what gets reported to MULES or not because I'm not a reporting agency, but I do know that it's extremely important to Prosecutors across the State to have that information when we're reviewing a case just for the reasons we've talked about, is this the case and where are we in the cycle of violence? Are we in the early stages, are we four incidents down the road or is this something that the State needs to step in and start getting involved in, even if maybe this is not a

Page 96 guidelines or it's something that we can't take on a case by case basis going forward because of the resource limitations that I spoke about earlier. But we will send them back to the City so the defendant is held accountable at some level.

Our interactions with domestic violence shelters and how we work with them. Our office works with those domestic violence shelters in Kansas City and eastern Jackson County by referring victims to shelters for services, including counseling, a place to live and other services. Shelters will often call us to determine charges if charges have been filed in particular cases and if there's a court date.

On occasion, shelter representatives have come to our court to observe how court is run. They also provide very needed and necessary support of the victims that, you know, on my staff, I would have two victim advocates and we would be in a world of hurt if we didn't have these shelters across Jackson County to assist us with advocacy to the victim.

If a victim has a hearing for her Order of Protection, a shelter representative often time will bring the victim to our office so that we can

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discuss charges with them. Our victim advocate will leave messages with the shelter for victims that we know they are staying when they contact us. We serve on the State Family Coalition for Shelters, as well.

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The issue of uncooperative victims. I wish I had a great answer for this question, but my office and I'm sure other Prosecutor's offices across the State, do the best they can which is one of the most challenging, if not the most challenging aspect of how to prosecute these cases.

The fact of the matter is that victims are frequently uncooperative in our cases. It's more often that a victim is uncooperative, than cooperative. Our advocates try to determine what the issue is for the victim being uncooperative and if there is anything that we can do to help the victim by giving the victim a referral to housing services or to shelters.

If a victim is recanting, you can have an advocate set up a meeting with a victim so that they can come in and write out a statement. But make sure the victim understands though that this case will not be dismissed simply because of a statement that's been given as to the facts of the

frequently ask Sheriffs to walk our victims to their cars when leaving the courtroom and when the family is present or when the defendant is out of custody.

One of the problems that I hope is unique to Jackson County, but I doubt it is, is the jail population problem that we deal with here at the county level in our county jail and keeping domestic violence inmates incarcerated pending trials. Jail population plays a huge role in the court's decision, unfortunately, of whether or not to release the defendant on bond or otherwise. They do do a pretty good job of trying to give those defendants priority, but again, I'm dealing with a jail that has a capacity of 835, and I've gone on the record saying many times that this county deserves a jail that a capacity of 1,200 inmates.

So a domestic violence defendant, though they're given priority, they are also given on a priority list with other violent offenders and at times, they are released on bond.

And also, the court will look at whether or not a victim is cooperative on a case in addition to the victim's injuries in determining

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current surrounding case.

Many of our trial cases involve victims who are uncooperative and recant their statements. We will still subpoen athem for trial as we do any other witness that may be uncooperative in a case.

Victim intimidation and what can be done. I can tell you what we do in Jackson County. It's a huge problem in all domestic violence cases. In order to try to minimize victim intimidation, we always ask for no contact bonds, as I alluded to earlier. We also encourage our victims to get Orders of Protection and help walk them through that system with our advocates.

When a victim starts to recant her statement, we always order up recorded phone calls from the county jail where the defendants are in custody so that we can review the substance of those phone conversations. We frequently find the defendants telling the victim what to do, with the intent on filing charges with the victim tampering.

When in court, our victim advocate sits with the victim to make sure the defendant is not attempting to talk to the victim. Our advocate is also very mindful of the defendant's family members that may be present in the courtroom. We

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whether or not to release a defendant on bond. I've had many domestic violence cases where the victim has come into court and asked the court to release the defendant on bond. This obviously creates problems and we counter that by showing the court photos of the injuries and telling the court the seriousness of the injuries. But often times, because the victim asks for the defendant's release, the defendant will be released from custody.

Once the defendant is released from custody, our case always gets much worse from an evidentiary standpoint. We often receive recantations or the victim will suddenly disappear. The victims often have moved and the victim's phone is disconnected. At that point, we are left with offering a disposition that's not appropriate to the charge advanced, but is appropriate to a dismissal.

When a defendant remains in custody and victim recants, we know that it is often at the urging of the defendant. We will Federal Court up jail visitation records to show the frequency of the victim's visits. We will also order up jail phone calls. The problem with this is that we have

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to know the number that is being called from the jail, which often times, we don't know. It would be much easier if the jail could record phone calls according to the inmate, but instead it is tracked based on the number that is used to call. If we don't know the number, we can't listen to the calls, and often times, the defendants will utilize a three-way call from the jail and if we don't know the first number that was called prior to linking the victim into the call, we can't get the recording.

We're doing all this in an attempt to add a charge of witness intimidation or witness tampering, in the hopes that that will solve the problem, and sometimes it does and sometimes it doesn't.

What works and what apparently doesn't work with domestic violence prosecution. One of the biggest challenges in prosecuting domestic violence cases is societal perception of domestic violence, and I don't know what we do about that, other than trying to educate the public as best we can, and I do think legislation has a role.

Jurors, after cases, have told me things such as, you know, the victim a drug addict and

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You're looking at a jury who's being told, you know, the standard of proof is beyond a reasonable doubt and they need to assess the credibility of that witness and every witness they're instructed by the court in determining whether or not the State has reached its burden. It's a huge factor. We do the best we can, but I'm not going to lie to you. It's a huge factor and a huge problem.

The societal norms that I'm referring to don't help either. A lot of times, I've been told after not guilty verdicts that, "This is a family problem and I don't want to interfere in a family problem and you shouldn't be interfering in a family problem," despite when we're dealing with serious injuries in these cases. But there is a societal norm out there in some people's mind that this is a family issue and a family matter and not a matter for the courts. We need to change that perception for people.

I think legislation has a role in that, as well as other things. I'll never forget an - to be quite frank, it's not just jurors. I don't want to put all of the weight on this issue on jurors. It's judges, too. Many of our cases are tried to a

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they couldn't believe them and couldn't trust what they were saying. They ask, sometimes, you know, after a not guilty verdict, "What did the victim do to provoke this attack?" by jurors. This astounds me. But unfortunately-

REPRESENTATIVE KELLY: Can I ask a question about that

ATTORNEY GENERAL KOSTER: Sure, go ahead.
REPRESENTATIVE KELLY: To what extent is
the legal attractiveness of the victim a factor or
a problem? You know, the world sometimes thinks
that all the victims are Snow White here. It
doesn't matter. It wouldn't matter how bad she is,
she still doesn't deserve to get beat up by this
guy. But her legal status, her condition or
behavior can be - I mean I saw it be a real factor
sometimes.

MR. KANATZAR: It's a huge factor.
You're absolutely right. You're dealing often with cases where you have one witness's word against the defendants, and the case rises and falls on that victim. And if they mental issues, if they have prior convictions of their own, if they have an arrest record, then they don't present well to the jury.

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judge and not to a jury. I remember one case that I tried, in particular, it was a defendant had picked up a large rock and beat his girlfriend in the middle of the street. We had three witness around, but none of them saw anything, so it was my victim's word against his.

She had an arrest record, she did not present well to this judge, and was intoxicated at the time of the assault, which, of course, is no defense, but I'm just telling you the factors that were there, and this judge acquitted the defendant.

So, you know, we have a system of justice, it's the best system in the world, and the burden in criminal cases is the highest burden in this country and it should be that way. But that's a challenge in domestic violence cases when you're dealing with one witness's word against another and credibility issues.

What legislative changes need to be made to the current domestic violence laws to enhance victim's safety and strengthen prosecutions? One of the areas that I mentioned previously is this 72 hour rule for investigating domestic violence cases. This would be a very good thing. This would give a detective more time to thoroughly

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investigate a case, especially one where the victim went the hospital for treatment or admitted or maybe incapacitated. It would give victims time to get away from their abusers, that they need to find a place to live or get into a shelter.

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The other thing and I know you've heard testimony about is seizing firearms that are present in the home. Although this obviously creates 4th Amendment issues, I think it's an excellent idea. As part of our guilty pleas, any misdemeanor or felony case involving domestic violence, we always make it a condition of probation that the defendant not own or possess any firearms. It only makes sense.

Regarding child victims, on the occasion that our victim is not an adult, we have found the best course of action is to charge the case as a Class C felony, endangering the welfare of a child. The elements are just easier to make than going through domestic violence charges and it's the same level as domestic, same level, C felony is domestic assault in the second degree.

I know you've also bantered around the question of whether or not Missouri should abolish the spousal privilege in domestic violence cases.

spousal privilege often times is asserted. Our case, again, is over at that point. In order to prevent that from occurring, we will offer a better deal up front in order to get an offender on probation rather than being forced to dismiss the

Legislation in enforcing Stay Away Orders in all domestic violence cases. Legislation that would enforce Stay Away Orders in domestic violence cases is desirable and, I think, needed, especially legislation that provides for an

additional charge or penalty.

In Jackson County, we encourage all of our victims to get an Order or Protection, but often times, victims believe that the no contact petition or bond is sufficient. We try to explain to them that if the defendant violates the bond condition, it is not a separate charge, but if the defendant violates an Order of Protection while out on bond, the defendant is looking at additional charges.

Often, victims don't want to have to come back to court or to the courthouse to file paperwork and then go to court on a later date for hearings. It's inconvenient for them. We try to

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This actually has not presented a large problem in Jackson County because most of our victim and defendants are not married. However, in the area of domestic violence, as I pointed out earlier, any problem at any level can be significant where the odds are stacked against the prosecution. So if you're asking my opinion, yes, Missouri should abolish the spousal privilege in domestic violence cases

Spousal privilege is another way for domestic violence abusers to manipulate a victim into not cooperating with the State. We know that once the spousal privilege is asserted by a victim, our case is essentially over. In cases where the victim and defendant are married, and there are no other witnesses, and the victim begins to show signs she may be uncooperative, we often times will start offering a better deal than we think the case is worth, so we don't wind up with spousal privilege being invoked and having to dismiss our

Another problem that comes up in the defense bar is in many instances, a victim will be referred to another attorney for representation by the defendant's attorney. Once that happens,

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stress to them how important it is that they go through that process. We try to help them with it.

But having a statute to allow for a No Contact Order violation would help to provide additional consequences to the defendant if he violated petitions of his pre-trial release. This will also help us on any future cases in obtaining higher bonds, as the court will see that the defendant has picked up charges for violating the conditions of his prior release.

What are the pros and cons of a domestic violence fatality review concept. In theory, this sounds like a good concept, developing legislation that allows for the improvement of a system's responses on domestic violence cases, and I'm in favor of it, but the difficulty is knowing which systems will be involved. My belief is that it would be - would have to include police departments, our office, and the shelters.

The biggest different I see with domestic violence versus a homicide or child review committee or fatality review board is that we will in many cases have heard the victim in prior instances that the victim doesn't want to prosecute or that the victim wants the defendant released

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from custody. So it will be harder to pinpoint how one of these systems could have been more effective or done something differently.

One of the new things that police departments have started doing in Jackson County that I applaud is the lethality screenings on the scene following a domestic violence assault. This screening is conducted by a uniformed officer and the victim is asked about ten questions regarding whether or not the defendant has ever strangled the victim before, whether or not the defendant has tried to kill the victim before, if the defendant is jealous, if the defendant is employed, and other questions.

Positive answers to at least half of the questions triggers the officer to let the victim know that the victim has a potential lethal situation and to refer the victim to a hotline counselor in the vicinity.

I'll be happy to answer any other questions that you have on this very important issue.

ATTORNEY GENERAL KOSTER: Jason?

MR. LAMB: Jim, one observation I would make on a municipal issue. Obviously the resources

an attorney in St. Louis County who was formerly with the Prosecutor's office, and he remarked about

something I found kind of disturbing and he said, do you have any knowledge or are you aware that in your county, are rookies generally assigned to

Domestic Violence Units? Do you have any knowledge or aware of-

MR. KANATZAR: In the Prosecutor's offices? Well, I was one, and I thought I did a pretty good job. I understand your question and it's a good one. I don't mean to make light of it, but in the public sector, a lot times we have attorneys that don't have a lot of experience.

Now, I need you to understand, any time that my office has a homicide or a very, very serious assault, that case is not given to someone who's never tried a homicide case before or never tried a serious assault case before, even if they're not in the Domestic Violence Unit. Again, it's a question of resources. We do the best we can with what we have.

I have a lot of young attorneys with less than five years' experience that I have absolutely no qualms or reservations about assigning them domestic violence cases. And

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issues you touched on is of paramount importance and prohibits you from maybe doing things you would like to do as a Prosecutor for the State with their office.

One observation I might make, and I'd kind of be interested in anyone's feedback, is that in Missouri, municipal prior DWI's count towards enhancing it to a State crime, but the same thing does not exist for domestic assaults. So a municipal conviction for domestic assault does not allow you to lay or use that prior and then charge it as a Class D felony, third defense. Am I correct?

MR. KANATZAR: That's true. And that's in effect what we're trying to do by our policy. If we have a defendant and the police know that he has had, you know, numerous arrests at the City level or four prior convictions at the State level, they know that we're going to take that case. So in effect, that's what we're trying to do. So I think that would be a positive legislative program.

ATTORNEY GENERAL KOSTER: Representative Newman?

REPRESENTATIVE NEWMAN: Jim, thank you very much for your report. I've been speaking with

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they'll do a great job. Part of that is training. We do the best we can to train those attorneys and they don't go to trial alone so I don't see it as a problem in my office, but it's a legitimate question and again, it's just a question of resources. We do the best we can with what we have.

REPRESENTATIVE NEWMAN: I also have one more question, if I could. Also, you had mentioned your recommendations in terms of allowing firearm seizure at incidents and that's the legislation I've personally been advocating since 2003, even before I was elected, but what do you find in terms of your studies in the cases that you've had this past year? What was the percentage would you think, or would you know, that firearms are present or at least part of the prosecution?

MR. KANATZAR: That's a good question. I wish I had some definite data for you on that and maybe I can try and get that for the Task Force at a later date, but just off the top of my head, given my experience, I'd say it would probably be roughly a third or maybe a little less of all cases. A firearm that may - whether it's utilized, or discharged, or just present in the home at the

Page 113 Page 115 1 time, I'd say roughly a third. 1 prosecution for whatever reason, kind of again to 2 2 REPRESENTATIVE NEWMAN: And do you have City Court priors, using those as enhancements, 3 knowledge or would you have knowledge if the 3 that would make an automatic felony for an ex 4 abusers are - do they have conceal and carry 4 5 5 permits? Is that something that you would-REPRESENTATIVE KANDER: (Inaudible.) 6 MR. KANATZAR: You know I don't have any 6 MR. KANATZAR: Right, as opposed to a 7 7 idea, but that's a very good question. That's misdemeanor, I think. I'd like to hear Judge Sill-8 probably something we should look into. I know 8 Rogers' input on that. You're going to hear from 9 9 that right now when we are presented with an her today, but she deals with those violations that 10 investigation, that information is usually not 10 don't necessarily rise to the criminal level on the 11 11 civil contempt side. given to us. 12 But I will tell you, in general, my 12 But I think that would be a very 13 13 experience is that most offenders do not have worthwhile endeavor to see about using that to 14 14 conceal and carry permits. It's a rare occasion, enhance violations of Orders of Protections that 15 15 in general. might be a misdemeanor to a felony. 16 REPRESENTATIVE NEWMAN: Thank you. 16 REPRESENTATIVE KANDER: It just seems to 17 17 ATTORNEY GENERAL KOSTER: Representative me that in the little bit of time that I did some 18 Kander? 18 of this stuff on the pro bono side that, they talk 19 19 REPRESENTATIVE KANDER: Thanks for being to each other, somebody gets an Order and somebody 20 here. Kind of a related question to what Jason was 20 says to them (inaudible), it just seems like we 21 asking about with municipal priors, a lot of those 21 need to lump that in the system. Prior to that 22 22 end up being sort of their only interaction with piece of paper, you know, that's where we're at. 23 23 the domestic violence system is through civil (Inaudible.) Maybe that's the way to do it. 24 24 Protection Orders, and obviously there would be Anyway, thanks. 25 25 difficulty in criminalizing the violation of a ATTORNEY GENERAL KOSTER: Representative Page 114 Page 116 1 civil Protection Order because it's a civil order, 1 Grisamore. 2 2 REPRESENTATIVE GRISAMORE: Jim, in terms but my question, I guess, is more about, you know, 3 obviously there can when an Order is violated, 3 of statutory changes, are you aware of any 4 there can be a criminal contempt motion; right? 4 statutory precedents or case law out there they 5 And then to ask you about - I think by the 5 could separate out, you know, the credibility of 6 Prosecutor's office, because the civil contempt 6 the witness from clear evidence in an investigation 7 motion would be brought by the victim. 7 that there has been physical harm or abuse 8 MR. KANATZAR: Yes. 8 perpetrated on the victim? Is there anything out 9 REPRESENTATIVE KANDER: Going back to 9 there that would address that? 10 sort of what I stated ideas, what do you think 10 MR. KANATZAR: I think that would be very 11 about the idea in terms of their qualifying prior 11 difficult because Missouri has long standing case 12 charge, putting in the possibility of sustaining 12 law that prevents Prosecutors from introducing 13 criminal contempt motions, kind of like with prior 13 evidence that would be uncharged criminal conduct 14 felonies or even his idea of prior municipal 14 or prior bad acts, unless you can show that it's 15 15 convictions, so that - I guess my question is would part of the motive of the current charge. 16 16 that incentivize and is it necessary to incentivize And it's not unusual that we'll try to 17 17 do that in domestic violence cases where the Prosecutors to bring more contempt motions more 18 18 often to sort of, to create shock jail time for defendant says, "I never hit this victim and I 19 violating the civil Protection Orders? 19 never have," and you have, you know, a series of 20 20 MR. KANATZAR: Well, we usually don't arrest records where that, you know, there's been

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reports of abuse.

So there is a - there is that hard line

that's something that needs to be addressed from a

rule and there are some exceptions. I don't think

legislative standpoint, because I think it's about

mess around with contempt and just file a violation

of the Order of Protection under the criminal code.

But where I thought you were going with this was if

there had been a history of maybe civil contempt on

those Orders, that did rise to a level of

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as good as it can get under the law that we have in the Constitution, and I think that the judge talked on that, as well.

I wish it were otherwise. I wish there was legislation that could help us that way. I just think with the case law, the way it is right now, it would be very tough to make the change from that status quo.

ATTORNEY GENERAL KOSTER: Apart from priors, what about if a defense team is attacking the credibility of the victim? Is there any parameters where that could be deemed inadmissible versus the relevance of the case that's before them, that's there clear abuse in the investigation, clear evidence?

MR. KANATZAR: It's a great question and it's one we grapple with in court. I tried a murder case just a few weeks ago and this very issue came up. Missouri Supreme Court rule only requires Prosecutors to disclose prior convictions, actual convictions at the state and federal level of any witnesses for the state, including victims.

Now, some judges take the position, and there's a valid legal argument for this - I don't mean to cast any aspersions on anyone, but some

 $$\operatorname{Page}\ \text{I}\,\text{I}\,\text{9}$$ trust her best judgement that it's a risk for her

trust her best judgement that it's a risk for her to testify and that protection exists in the law to

do that for women who are married to their abusers.

And there has been testimony at each of these

hearings from Prosecutors about the issue with

spousal privilege, and I understand your position, but I also understand that each one of those

gentlemen has acknowledged that there is nothing that a Prosecutor can do to insure a victim's safety.

MR. KANATZAR: You're right, and it's a very valid point and I agree. It's a tough call, it really is. But when you are trying to get that conviction and get that guy or that defendant in jail and that's standing in your way, you're very, very concerned for the safety of the victim, as well, for the same reason.

But you're right, and I tell people this all this time, that Orders of Protection are our front line defense in domestic violence, but they are not going to prevent injury and death in every case. It's not because we can't be there to protect the victims of domestic violence all the time. And you're absolutely right, your point is well taken.

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judges take the position that anything that's possibly impeachment of a witness, including arrest records, falls under Brady and must be disclosed and can be used in court.

What usually happens is we have an en camera review of the arrest records by the judge and then the judge will determine whether or not the arrest records of the victim should be used or are proper to use, given the facts of the case, the charges of the case and type of arrest that were involved with the witness; in this case, it would the victim. So whether or not those can be used in court to impeach the witness on the stand.

My position has always been that arrest records are not impeachable material. Sometimes I win on that argument, sometimes I don't. Again, I'd be interested on the judge's opinion on that. That's something that we grapple with in court, not just in domestic violence cases, but in all criminal cases.

MS. COBLE: Just again for it to be on the record in Kansas City again, in opposition to the notion of opening spousal privilege in Missouri law based just on the basic notion up until we can insure a victim's safety, we have to be able to Page 120

ATTORNEY GENERAL KOSTER: Thank you for your presentation and for you commitment to this issue. We're a little bit behind schedule and I'd to ask Chief - is it Piccinini?

CHIEF PICCININI: Yes.

ATTORNEY GENERAL KOSTER: Am I pronouncing that correctly?

CHIEF PICCININI: Yes, you are.

ATTORNEY GENERAL KOSTER: I wanted to make sure that you're able to get back to work before too much longer. You've been here a while and I appreciate your indulgence. So Prosecutor Kanatzar, thank you very for your work and-

MR. KANATZAR: Thank you for having me.

ATTORNEY GENERAL KOSTER: We're about 30 minutes behind. What I'd like to do is roll until about 12:30 and then take a half hour lunch break and start back up on time at 1:00.

So if Chief Joe Piccinini could come forward, who is the Police Chief of the Lee's Summit Police Department. He's speaking with us about law enforcement safety concerns when addressing these types of call outs. Chief, welcome. Thank you for your time this morning.

CHIEF PICCININI: Thank you and thank you

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for having me. I appreciate the opportunity. Regarding entries into MULES, unfortunately not all police departments have the resources to enter City or misdemeanor violations into MULES and so the answer to your question, unfortunately, is

ATTORNEY GENERAL KOSTER: And how do you feel about the potential that above a certain level, domestic violence related charges would automatically go to county prosecution?

CHIEF PICCININI: I'm in favor of it. If you're talking about similar to the DWI, the second, third, fourth offense, it goes up to the State level, we would be in favor of that, yes, sir.

I've been in law enforcement for 27 years and a Police Chief for three years. We've come a long way in this area. We've made some very good, positive strides. I recall in 1983, how myself, as a rookie, would handle those calls 100 percent different than it is in 2010, so we've come a long way and I think we've made some positive strides that I think - I'm sure that we've saved many lives along the way, so we have done some very good things throughout the history of this state.

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In the interest of time, I'm going to skip on to some other topics. If the victim's lethality assessment responses to questions indicates that they are in high danger, the officer initiates a protocol referral by telling the victim that they are in high danger and in situations similar to the victim's, people have been killed or seriously injured.

The officer makes a phone call to the domestic violence hotline and advises them of the victim's situation. The victim will stay on the hotline and will be given information for their safety. If the victim refuses to speak with the hotline, the officer will still make contact with the hotline and give information for the victim, for the victim's safety.

In January of 2009, the Lee's Summit Police Department signed a letter of commitment to Jackson County Safe Family Coalition to sign on to the project of the lethality assessment protocol with Hope House. The City of Lee's Summit is very fortunate for a number of different reasons. One of the things that I feel really fortunate about is the crime rate, our violent crime rate, and our homicide rate.

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I also noted, looking at the agenda, it appears that I'm the only law enforcement person here, so I would imagine that you all probably have some questions. I have prepared remarks. I'll go through my prepared remarks and then field your questions afterward.

I would also say that Erica Talbot(ph) is one of our domestic violence protectors. She investigates those crimes every day. That's her full time assignment. I brought her along as well, so if you have any particular questions, she'd be happy to address you as well.

In December of 2008, I expressed my interest to Hope House about obtaining additional tools and information for our officers to assist victims of domestic assault for future violence. Hope House introduced the lethality assessment protocol. This program was created by the Maryland Network Against Domestic Violence. This program is an intervention process. It is a lethality screening tool. It provides direction for officers to initiate appropriates actions based on the results of this screening process. I understand you have heard about this process and you're going to hear about this process, as well.

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Since 2008, we have had three homicides and unfortunately, all three of those homicides were domestic violence related. From June 1, 2009, to June 30th, 2010, the Department took approximately 700 domestic violence reports. These reports involve assault, sexual assault, harassment, property damage, burglaries, and stealings. Of those 700 reports taken, patrol officers collected 244 lethality assessments on domestic assault reports. Of the 244 assessments taken, 171 victims screened in a high danger. That's approximately 70 percent of the victims, almost three-fourths reports of high danger.

Of the 171 high danger victims, 85 of those victims answered yes to the question, "Do they have a gun or can they have easy access to a weapon?" Fifty percent of the victims stated the suspect had access to a firearm and if you combine the high - if you combine those that screened at high with the rest of them, Prosecutor Kanatzar was pretty accurate in his third.

After conducting the last fourteen months of the lethality assessment, it was brought to our attention, the risk our high danger victims were placed in due to the suspect either owning or

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having access to a firearm. Since we started the lethality assessment, we believe the number of high danger victims obtain an Ex Parte Order of Protections, especially the victims that answered yes to, "Did the abuser have a firearm or easy access to a firearm?"

1 2

As you all are aware, firearms pose a particular threat to the victims of domestic violence. Studies reveal that the presence of firearms significantly increases the lethality of domestic violence incidents and it is not just limited to homicides. A recent survey of female domestic violence shelter residents based out of Los Angeles, California, reported that the incident partner had used the firearm against the victim, usually threatening to shoot or kill the victim.

For the most part, our detective unit relies on federal law, which prohibits subjects with Protective Orders from purchasing or possessing firearms and ammunition. In order to prosecute a person in the State of Missouri with a violation of an Order of Protection by being in possession of a firearm, the case has to be reviewed in Federal Court by an Assistant United State's Attorney. If the Assistant United State's

again, one jury allows for whatever people to see the entire investigation and all of its parts. One combined investigation allows the victim to only testify in one trial and give the judge in that trial the opportunity to really see the entire case, with all the violent details.

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I'll give you an example. November 1st of 2007, a domestic assault occurred in Lee's Summit. Order of Protection was granted. Respondent was later found to be in possession of a firearm in the cab of his pickup truck when he contacted the victim at a local gas station.

Detective reviewed the violation with the State Prosecutor but was denied, did not have any statute that covered being in possession of a firearm with an Order of Protection. Therefore, it was referred to Federal Court. The Federal Court case was reviewed by the Assistant United State's Attorney, but they didn't feel the case rose to their level and so no charges were filed in that particular example. Excuse me a second.

There are currently 27 states that have state laws that meet or exceed the federal law prohibits subject to certain domestic violence Protection Orders from purchasing or possessing

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Attorney does not file any charges, the case will be closed.

I wanted to add something there, just didn't know what it would be. Other states have addressed this gap in the law by enacting laws that prohibit suspects with Protective Orders from purchasing or possessing firearms and ammunition. The State of Missouri is - I know, I've seen some legislation that they're looking at taking steps in that regard.

Domestic violence investigations involve multiple court venues, and these are a lot less of a problem for our detectives, because that's what they do for a living. As an example, if you take a municipal violation, the victim and a detective will go to municipal court for a domestic violence case. The victim will then go to State court for an Order of Protection and then once the Order of Protection is in effect, if the person under the Order is caught with a firearm, then the victim has got to go to Federal Court for that portion of the violation. Again, probably not the best course of action for all involved.

Combining all parts of the investigation and presenting it to one court to one judge and

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firearms or ammunition. And what I would say here is a narrow law that would say if you are under an Order of Protection the State law prohibits you from being in possession of a firearm or ammunition and if you're caught while under the Order in possession of that weapon, a State law will come into the effect that you could be charged by the State Prosecutor, some chose to put forth those charges.

I know that other legislation has talked about officers taking guns out of homes and holding guns for periods of time until a time period, was released and that's not what I'm referring to when I'm referring to that gap in the legislation.

We can talk about what that means to law enforcement, but in a nutshell, we're going to have a large quantity of firearms coming in to our police department that would probably require more personnel to hold it, put it into Property, keep track of the time period where the property needs to be released, re-contact the person that owns the property and release that property back to the-

MS. COBLE: Actually the State of Texas has done a really good job of studying that and having protocols for departments at all levels in

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terms of size and resources and they've actually come up with some structures that have shown that it doesn't have the drain on resources in departments as initially thought before you had that law in place, and Texas has had the law in place now since, I think, 95.

CHIEF PICCININI: And I don't disagree with that at all. We have over the years - when I began my presentation, I mentioned that we had changed the way we do business when it comes to domestic violence, and quite frankly, for the better. But that went from sometimes a fifteen or twenty minute call for service for a police officer to now a couple hours call for service for a police officer. So yes, without a doubt, we can change and we can make it work. That concludes my formal presentation.

ATTORNEY GENERAL KOSTER: One of the presenters in Columbia from the, either the Cole County Sheriff's Department or the Columbia Police Department, I can't recall right now, talked about detectives going out to visit with victims and getting statements from the victims within a very short window of time, so that there wasn't a two week delay before a detective paid a visit to the

usually how many calls we get every year.

ATTORNEY GENERAL KOSTER: I don't want

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to-

MR. LAMB: About that grant funding, how difficult would it be for your department to provide that high level of service for those investigations?

CHIEF PICCININI: We lost the grant funding about for one year and I talked with my boss and his boss, who's our Mayor, and City Council and our City Manager, and we felt that this issue was important enough to continue with the two detectives. So the grant paid for the two detectives the City would, and we were able to move forward. Again, we're fortunate in Lee's Summit to have the resources to do that when many other cities and counties aren't.

ATTORNEY GENERAL KOSTER: Representative Grisamore?

REPRESENTATIVE GRISAMORE: Chief, do the CIT teams ever have any interface with domestic violence calls?

CHIEF PICCININI: Yes, they do, and I don't know what you all know about CIT. It stands for Critical Incident Team. Those are officers who

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victim and that that, it was thought, made a considerable difference in how she felt that she was being supported and surrounded by friendly law enforcement family.

What are your thoughts on that and what do you think is practical as the best course of conduct for the departments around the State?

CHIEF PICCININI: I think that's an excellent idea, and we are able to do it, but I kind of ran through my prepared statements here. One thing I didn't touch on was the fact that we have 132 smart police officers. Again, because we have obtained a grant, we have two full time domestic violence detectives. So we do have that luxury with those detectives.

Obviously, that's their full time assignment, so that we do have the luxury where they can do that and getting that statement quickly is paramount to the investigation and we are able to do that.

ATTORNEY GENERAL KOSTER: Your sense as to how many domestic violence calls in Lee's Summit, itself, receives per month?

CHIEF PICCININI: We receive about 700 a year. I'm not very good at math, but that's

received specialized training to go to people who are suffering from mental health issues. Again, we have about a third of our officers on our police department who are trained to go to people with mental health issues, and so when that comes up, those officers do respond to the scene, as well as our two detectives who are assigned to investigate domestic violence and who have been through the mental health training.

ATTORNEY GENERAL KOSTER: Representative Newman?

REPRESENTATIVE NEWMAN: Chief, thank you very much. You are definitely correct. We do not have any current statutes in terms of authorizing a removal of a firearm at the scene regardless of Protective Orders or not.

What is your standard of practice in the absence of that? Do you have a policy or instruct your officers to go ahead and do that if they're evident?

CHIEF PICCININI: We do it in cases where we feel there is a general public safety issue. We are granted that right if we, in our opinion, we think this is a dramatic or emergency situation that's going to affect the public safety, we will

Page 133 Page 135 1 remove the firearm in that instance. We have done 1 everyone back here about 1:00. 2 that on occasion. 2 (WHEREIN, a lunch recess was taken from 3 3 It usually requires a few phones to a 12:32 p.m. until 1:08 p.m.) 4 4 ATTORNEY GENERAL KOSTER: Welcome back few people up the chain, but if an officer at the 5 scene feels like this is a situation that that 5 from the lunch break everyone. And we'll start in 6 weapon needs to be removed, then we look at it as a 6 with the topic of Usefulness of Fatality Reviews, 7 7 public safety issue and we will remove the weapon. and our quest to start off this afternoon is the 8 ATTORNEY GENERAL KOSTER: There's a 48 8 Honorable Christine Sill-Rogers, Welcome, Thank 9 hour every three year requirement to maintain post 9 you very much for coming up. Christine is with the 10 10 certification. Is that correct? Jackson County Circuit Court, Kansas City State 11 CHIEF PICCININI: Yes, sir. 11 Families Coalition. The floor is yours. Thank you 12 ATTORNEY GENERAL KOSTER: How would you -12 for joining us. 13 about the issues that have been discussed requiring 13 JUDGE SILL-ROGERS: Thank you for having 14 mandatory training during the original post 14 me. I was appointed by Mel Carnahan on September 15 certification, that there's no ongoing training 15 7th of 1993. For the last seventeen years, I have 16 16 handled a domestic violence docket in Jackson requirement. If a recommendation came out of this 17 working group that recommended perhaps for 17 County, Missouri. 18 18 Prosecutors and judges to receive training along The legislature created Family Court in 19 side law enforcement on an ongoing basis on a 19 the fall of 1993, which just was coincidentally in 20 continuing ed program of the nature of two to four 20 line with the time of my appointment. So when I 21 hours every three years, what would you're feeling 21 was appointed, I was told by a man with a very long 22 22 on the topic be? and sad face that I was going to be assigned to 23 23 Family Court, would I be able to bear up under the CHIEF PICCININI: The short answer is 24 24 yes. The long answer is going to be resources. burden of that for a couple of years. 25 Quite frankly, the 48 hours every three years is 25 The statute says that a judge could be Page 134 Page 136 not a drain on our resources and I think we could 1 serving for a period of four years and could stay 1 2 easily add two to four hours. 2 further terms by agreement. It also says that if 3 ATTORNEY GENERAL KOSTER: Okay, but I 3 you're burned out, you should be able to leave. 4 4 think that the recommendation would perhaps be that And I haven't burnt out yet, but I am flickering. 5 it would be inside of 48 hours, not additional 5 In the last seventeen years, I have hours. Of the 48 hours, perhaps, two every three 6 probably handled between 30 and 50,000 petitions 6. 7 years would be maintaining current practices, 7 for Orders of Protection. I came to the 8 8 customary practices on domestic violence law legislature in 1995 or 1996 when Angel Hart was 9 9 enforcement issues. murdered by her mother's boyfriend here in Jackson 10 10 CHIEF PICCININI: Definitely in favor of County and then they dumped her little body in 11 it. 11 Arizona and it took several years for the 12 ATTORNEY GENERAL KOSTER: But we're also, 12 commission of that crime to come to light. I'll let you know that we're sensitive to the 13 13 Angel died for a number of reasons, one 14 notion that law enforcement gets a lot training put 14 of which was she didn't have a lawyer at the 15 15 on them when there are other aspects of the hearing. An aunt had filed a petition for a Child 16 16 criminal justice system that escape that kind of Order of Protection. Under that statute, the aunt 17 17 weight on their shoulders. had no standing and the child had no guardian ad 18 18 CHIEF PICCININI: I appreciate that litem and the matter ended up dismissed and within 19 you're understanding that and I appreciate that 19 a few weeks of that, Angel died because she could 20 20 inside of that 48 hours. not recite the ABC's well enough for the boyfriend 21 ATTORNEY GENERAL KOSTER: Very good. 21 and he did exactly what she described to the police 22 22 Okay, it's 12:30 and what I would like to do if officer, the Division of Family Service workers, 23 it's okay is to break for 30 minutes. For the 23 social workers. He would dunk her when she got a 24 24 Committee and for the people who are testifying, letter wrong and he drowned her. 25 25

Fax: 314.644.1334

So in 95 or 96, I came to the

there is lunch, I believe upstairs, and we will see

23.

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legislature and I am the person who drafted the statute that requires a judge to appoint a guardian ad litem for a child whenever the judge enters an Ex Parte Order for the child. That was not met with enthusiasm from the judiciary, and sort of understandably, because guardian ad litems cost money and my response to the judges was, "If you can't find one lawyer in your county to represent a poor child so that she's not drowned in the bathtub for saying her ABC's, why did you go to law school?" You know, there are needs that we must meet. So that's a little bit of my background.

I just finished a domestic violence docket. I had 90 cases on my docket this morning. And so, first of all, the answer to the question is are we doing a good enough job, the answer is no, we're not.

Missouri was in the bottom ten states in the nation to pass a domestic violence remedy, and we did that in 1981. And a week before last on the news, I saw - and so you know it must be true because I saw it on the news, Missouri ranked seventh in the nation in domestic violence murders, and we are missing marks. We are missing marks throughout the system.

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My topic that I'm supposed to be addressing you on is the Domestic Violence Fatality Review Board, and I think we couldn't wait another second to get something like that up and running in this state. I am a member of the State Family Coalition in Jackson County, and we intend to put forward our own pilot project to set up such a fatality review board for our community.

What we want from the legislature is for you to create a law that authorizes communities throughout the State to create such boards if they choose to, and we want to make it permissive, not mandatory, because we know we are broke. And we know if the words "mandatory" are uttered, this will fail. We don't want it to cost money, so we'll do it for nothing. We have an army of people that will do this for nothing.

Our coalition has been in effect for ten years and we haven't come to the government for a dime. All the money that we've raised, which has been well over a million dollars, we've put back into the community in attempting to provide better services in this community.

One of the things that we've provided is unbelievable training, national experts on just

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If we had one huge unmet need, it would be training. Everybody needs training. The last time that I am aware - Joe, correct me if I'm wrong. The last time I'm aware that we did a statewide substantial domestic violence training for judges was when I was a new judge and Ann Covington was the Chief Justice of the Missouri Supreme Court. And I don't think we've had a multiple day training since that time.

And here's my life as a little DV judge. I came to work this morning. There were probably more than 100 people lined up to come into my door. I have two Sheriffs to check people in so that they don't kill each other and they don't kill me until at least I get in the door.

People make cracks about the dockets, you know, they call it the Jerry Springer court. But if you're a judge and you walk out and you look at that sea of people, besides the riff-raff that is there, you are bearing the weight of the responsibility of is there a dead woman in the room today? Is action going to be taken that preserves life? There have been a ton of bad decisions made throughout the State on behalf of domestic violence victims. I'm sure I've made some of them.

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every single topic that you can list on the issues of domestic violence, but we cannot get legal people to come, and it would be free. We can't get judges to come. We can't get lawyers to come.

Judges need mandatory training. All lawyers need mandatory training. You've probably heard of the Tina Porter - Darrell - I think his name is Darrell or Daniel Porter, the man who executed his two little children in the woods, who made the national news, and not in a good way, several years ago. They had been into court in a domestic violence matter.

They were separated, they had two gorgeous little kids. He had contacted her and said, "My vehicle is broken down, would you come trade cars with me," or something. So she went to help him out. He had already cut the phone lines in the house and, you know, made sure that no neighbors would be around to help her, and he had her bind herself in their living room while he held a gun over her head and said, "I'm going to kill you and then I'm going to commit suicide," which, of course, he never did.

She didn't call out to the police department for help. She finally talked him down

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and she drove him to the hospital and it was the hospital who called the police and called the hotline to get help for her.

So here's the story of him, this man who was out free to murder two beautiful little children. He had committed this assault on his wife with a weapon. I don't think he spent twenty minutes in jail. His bond was almost nothing. She filed a petition for an Order of Protection. They go before a judge and both parties have lawyers, but the children didn't have a lawyer. And so they agree that he had consented to the Order. I don't even know if the judge had to open the file, because when he consented, you're not taking evidence. And so I don't even know if the judge knows what the file says.

And so what happens is they're talking about these little kids and the lawyer - I spoke to the lawyer who represented the mother, afterwards, and said, "How in the world did it happen that joint legal and physical custody occurred in a case like this?" And she said, "Well, Tina said he had never done anything to the children before." And I said, "What do you mean he had never done anything to the children before? He held their mother at

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But way back in the beginning, we didn't take the bond as seriously as we could have. We didn't take the protection of the children as seriously as we could have. What I would have done, and I'm not a perfect judge, but what I would have done is said, "I won't take this case on a consent." I will never take a case in my courtroom without looking at the file, because you just - it should curl your teeth to think that lawyers will agree to. And let it be said that if every horrible thing that is set forth in your Order or Petition is not the truth, that's why God made judges and that's why God made hearings. You should have a hearing. There should have been a hearing that day. The results would have been could have been completely different.

In Jackson County, we have access to one or two really excellent batterer intervention programs. If I'd had that case, if I gave him any time at all with the children, it would have been supervised, and I would have made him go to a batterer's program, and I would have set the case for a review and if he wasn't participating, he wouldn't get any time with his kids. Because you can always put a living child back.

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gunpoint. He disabled the house to make it impossible for anybody to call for help. He held a gun to her head and said he was going to her and then he said he was going to kill himself. He had an arsenal of weapons in the home."

She didn't know what she did. A few months went by and something in the house needed to be fixed and she dismissed her Order. And then one Saturday morning, he came and picked these little beautiful kids up at 8:00 in the morning and took them to McDonald's for their Happy Meal and then said, "Daddy's got a special surprise for you today." And he did this because she was divorcing him. He did this because they were separated.

He marched those beautiful little kids into the woods. He blindfolded them. He had them lie down on blankets that he brought for them or towels that he brought for them. He took his two favorite guns out and he simultaneously blew their brains out. And the only reason we know that he did it and we ever found them is because he was incarcerated for kidnaping the children and there was a place he was going to be moved to in the jail that didn't suit his fancy and that's how we ever got to the statement that he gave.

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JUDGE DANDURAND: Can I interrupt you and ask you about this? This came up in St. Louis. I never even thought of it. I didn't do very many of those, but never thought of it, the concept of setting a full Order of Protection case for review. How often do you do that?

JUDGE SILL-ROGERS: Every time I have horrible violence and there are children.

JUDGE DANDURAND: So like 30 days or depending on just-

JUDGE SILL-ROGERS: Oh, how long do I set it out for review?

JUDGE DANDURAND: Yes.

JUDGE SILL-ROGERS: I set it out for about two months.

JUDGE DANDURAND: This is interesting, JUDGE SILL-ROGERS: Two or three months. So I do want to say that the reason that I want the Domestic Violence Fatality Review Board is because that is the tool that we need in this State to teach other how to do things better.

We don't want to punish anybody. We want everything to be confidential. We don't want somebody who participates on the - you know, we need an oath of silence and participants once the

Page 145 death has occurred as we look back to what we could have done to save a life. We want that to be the teaching tool, that information, to change future behavior, not to punish people that were in the system in the past. There are so many cool things going on in other parts of the country and I want them here. ATTORNEY GENERAL KOSTER: Judge, may I ask a question? JUDGE SILL-ROGERS: Yes. ATTORNEY GENERAL KOSTER: Your testimony is reminiscent both in how articulate it is and passionate about Judge Daniels' testimony in Columbia a week ago. Is there a best practices document that exists for this type of case-JUDGE SILL-ROGERS: No, none. ATTORNEY GENERAL KOSTER: -and would you be willing within the next 45 days to coordinate with our staff, probably mainly coordinate with Judge Daniels, and put together what I would imagine to be a five to twelve page memorandum that would be published alongside this report and would exist as a best practices memorandum of suggestion?

getting in in another place where they lived and the landlord came, knocked on the door to show the apartment to the new tenant because he was getting evicted. And the little boys, they were like eight and ten at the time, opened the door and let the landlady in. And when the dad woke up and the folks left, he - they were sitting on the couch together. This man is huge. He should play football and take his rage out on other adults who are going to give some back.

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He lifted the couch up with them on the couch, smashed it against the wall, separated the little boys, gave them both concussions, head-butted them, blood coming out of their faces, telling them, "How would you like to die today? You're going to die today." Took feces from the dog off the floor and rubbed it in their faces.

The little boys when they got separated, each boy thought the other boy was dead. And one of the kids, he was - the dad was all ticked at his current girlfriend. And that was the most recent horrible violence that the little boys had observed. They observed their father nearly bite his girlfriend's chin off. And when I asking the therapist questions during the time when they were

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ATTORNEY GENERAL KOSTER: Okay.

MS. COBLE: And they actually are
creating the first domestic violence bench book
right now.

JUDGE SILL-ROGERS: Yes, I will.

JUDGE SILL-ROGERS: Cool.

ATTORNEY GENERAL KOSTER: But that's different than - I mean the bench book is-

JUDGE DANDURAND: It's bigger.

ATTORNEY GENERAL KOSTER: I'm more interest in - you know, both you and Judge Daniels have very specific ideas in terms of - well, the early intervention and constant attention is a make or break element of the success of these cases.

JUDGE SILL-ROGERS: And if we don't get training, it will all be for naught. I mean, we need training everywhere. Psychologists have testified in my courtroom before in horrible child abuse cases that the father's domestic violence was not relevant.

And the example I had on that is I had these two beautiful little boys. I got them in a motion to modify custody in a dissolution. But how their case started is, their mom and dad were divorced, the dad got custody of the kids. He was a horrible alcoholic. And he was losing and

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- everybody dropped the ball in this case.

The lawyer who represented the mother came into my chambers and said, "This case is settled." I said, "Great, what's the agreement?" She said, "Joint legal and joint physical custody." I said, "It's not settled." I have to hear it then. And because of the felony that he pled guilty to, I couldn't have entered that order anyway. So, another training issue.

Somebody who works for a living representing abused women hadn't looked at that statute. And so the therapist is on the stand and he says, you know, "Blah, blah, blah, yeah, he's a great guy." I said, "Well, didn't he drop out of therapy as soon as I entered the Child Support Order three months ago? Nobody has seen him, he's never paid a dime." "Well, yeah." And I said, "What about the domestic violence between him and the girlfriend?" And he said, "Well, you know, when he drinks, he acts a fool." And I said, "No, he doesn't. He acts a felon." And he said, "No, no. I said fool." I said, "I heard what you said, but you didn't hear what I said. He acts a felon. You can't bite people's faces off." I mean it's just, and that's a

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therapist, who, you know, is regularly hired by the Children's Division to work with fathers who have issues and try to - obviously a man who has never been trained domestic violence. He might be a fabulous therapist some day, but not for those kids that day. So therapists need training too.

There's a lot of - the domestic violence docket is every societal problem merged and packed into one hour or two hours of content in the middle of the courtroom. There's a lot of elder abuse. There are a lot of adult children who are drug abusers who just beat the snot out of their, you know, 87 year old mother. Okay, so I get a case like that, and of course, I'm going to hear it, and of course, if it's a credible case, I'm going to issue an Order for the elderly person. How are you really going to enforce that Order? Well, that's a heck of a question.

I once had a blind, elderly person who filed against their adult, drug abusing son, and she didn't come to court. Well, how would you like to live with that? So I called the police department and I said, "Hey, here's my name, here's what I do for living. I'm not saying it's a 9-1-1, but could you just drive by and see if this Grandma

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the Probate Court. It won't cost you a dime more to move that remedy to where it belongs. If you have elder abuse, where the lawyers are that provide services to the elderly are in the Probate Court.

They shouldn't be in the middle of domestic violence court where families are knocking each other's blocks off or shooting their children in the back of the head. You know, some old lady who's 87 with a walker, shouldn't be sitting in the middle of that sea of people, because where's the dignity in that. So that remedy should scoot right on over into the Probate Court.

You just give it a new number and leave that remedy in effect. It's not going to cost the state ten cents more, because it's just going to be heard in a place where all the resources that might protect that person sit.

SENATOR JUSTUS: Judge, would that take legislative action?

JUDGE SILL-ROGERS: Yes, it would. But it wouldn't be very hard. I think the same thing should be done for children. You've probably already noticed, but if a judge enters an Order of Protection for an adult and there are children in

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is dead under her couch?" Because I worry about that. "No, we can't be doing that. How do you know she's in danger now?" Well, my problem is I don't know whether she's in danger.

I went to a fabulous national program last summer with the State Family Coalition in Jackson Hole, Wyoming, which was the ten year anniversary of the culmination of the Green Book Project, because our Coalition's focus is the exposure of children to domestic violence. And in New Haven, Connecticut, whenever officers go to somebody's house for a domestic violence call and there are children, they have a police officer who comes back within 24 hours to the house with a child therapist and they sit down and they talk to the mom and they say, "Here are all the resources in this community. We will help you do any of these. And your children may need to talk to somebody about what they saw, and here's a therapist who is willing to see you for nothing." So, you know, they reach out to families. They encourage people to participate in the system.

So that's my overview. I know I'm wandering all over the place, but I just did 90 of these cases. The elder abuse should be heard in

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the family, then you have jurisdiction over custody, visitation, and child support unless there is already in place an Order of Custody or one is pending.

The same is true for a petition for an Order of Protection for a child. That remedy is one of, in my opinion, the most abused remedy in our State and it should be the most sacredly protected remedy. Only a few people can file. The Juvenile Officer can file. The legal parent can file, a legal guardian can file, or the Juvenile Officer can file, or the guardian ad litem for the child. Well, unless you entered an Order, there is no guardian ad litem, in general.

What happens is, unmarried parents, and that is the fastest growing family unit in the world, not just in Missouri, in the world, use the Child Order of Protection to try to get a Custody Order because they're poor and they don't hire lawyers and so what they do is they just take turns kidnaping the child.

If that were an Order that you had to seek in a Juvenile Division, rather than you just walk into the regular courthouse and file it, I think that would have a chilling effect on false

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petitions. And the law which I wrote and which you passed, requires every judge to enter an Order appointing a guardian ad litem if I enter an Ex Parte for the child. Because based on a reading of the petition, the child must have been physically, sexually, emotionally abused or stalked.

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So I think that if you took that out of the Domestic Violence Code and you scooted that over to the Juvenile Division, it would have a chilling effect on false reports and, once again, all of the people that provide services to keep that child alive are over there. They're not in the Domestic Violence Court.

And so, you know, you put the judge in the position of becoming the Children's Division. I don't have a social worker who follows those children. And I - I can't tell you the name of the case, but I'm aware of one of my buddies in Independence who hears these cases who did the right thing, he entered an Order of Protection for the child, he placed the child out of mom's custody because her boyfriend was whaling on the kid, put the kid with dad, and so what does dad do? He has the kid for about a month, he goes, "You know, four year olds aren't that much fun." He gives the kid

Page 155 something else has to happen before you're entitled to protection.

Okay, well I've got one for you. I had a family in my division on a Thursday afternoon. I entered an Order of Protection for her. This is a reported case. It's State versus Van Sickey(ph). I entered the appropriate Custody Order. I appointed a guardian ad litem to represent the children and I set it over for a hearing to determine what would be a safe contact schedule for the kids with their dad. He had choked nearly to death their mother in the hallway of the school. This was like the twenty-third gazillionth time he had done something of that nature.

So I entered the Order and when I was announcing what I was going to do, the dad looked at me and he said, "You don't understand. I get the boy." And I said, "No, you don't understand. I'm the judge and I want you to have as much time with your children as is safe and I'm appointing a guardian for the children and I'm going to do it. We'll be back here before the holiday." This was before we had decent batterer intervention services. It was about 94.

And so the next day, he went to her

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back. The kid is dead, murdered by the boyfriend.

And nobody follows up on those kids.

And if I were - and it's hard for the Children's Division. If I approached the Children's Division and I'd say, "Would you support me in this change in the law?" they'd go, "God, you're just trying to make us work." It's not that they're not good people. They're hard working people, but why should those people have to come to a different part of the county, sit through a whole domestic violence docket, to come in to try to offer services for the family. All the services are somewhere else. So put the statute where the services are, I beg of you.

Item number two, my next tip is, in some states Orders of Protection are renewable forever. In the State of Kentucky, where Jerry Bowles works, one of the coolest judges on the planet Earth - he's an international expert an domestic violence. In their state, you get an Order of Protection for three years and it's renewable for as long as you need it.

So what happens in our State is, you get an Order of Protection and now you can have protection for three years in a row and then Page 156

workplace - she was a Clerk for the Federal Court. He went to her workplace. He stabbed her seven times in the head and chest. And the last blow, he took the knife and whacked it all the way through her ear. She lived. He tried to run over her with his car, but his truck wouldn't fit in the parking space, and so before he left, he kicked her a few times and said, "Are you dead yet, bitch?" and he left. He did this in broad daylight. Federal judges witnessed this. Clerks that were coming to court witnessed this. Okay, this was less than 24 hours since I had entered my Order.

The first judge that reviewed the file set what I thought was a reasonable bond. He couldn't make it. They kept him. Over the weekend, a lawyer came in and said, "You know, this guy's got a job and he's never been in trouble before." They let me out, let him out over the weekend.

The Prosecutor had a cow, and asked for a bond review hearing. They had a bond review hearing. They took Georgia out of the hospital to the bond hearing where she - well, for the rest of her life, had to hold her face on one side when she talked because of all those nerves, you know, wiped

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out that side, and said exactly what I told you. "He stabbed me seven times in the head and chest. He tried to run over me with his truck. He said, Are you dead yet, bitch?' and when I didn't answer, he left. And if you let him out, he is going to kill me."

And so they let him out, and not at that hearing. It ended up going to - the judge is deceased who handled the case. He let me out. She stopped cooperating with the Prosecutors. It's the first case in the State, I think, where they actually prosecuted a DV assault without a live victim. They used her testimony from the bond review hearing, because he had the chance to cross examine her there.

After Missouri found him guilty, he let him out. While they were waiting for the Pre-Sentence Report to come back, they let him out. Oh, I forgot to tell you. When she didn't show up, she wrote a letter to the trial judge that said, "Dear Judge so and so, it was that Judge Sill-Rogers, it's all her fault. She should have done as she was told. She should have given him my boy." And in case you're wondering what happened to her, he had her.

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three years, how about somebody like her? I entered an Order of Protection for her. It's long gone. He's going to get out here in about three years. Now, should a woman like that ever have to - why would he ever have a right to go to her home or have contact with her? Why couldn't she get an Order for life? I don't understand why we couldn't offer that to a victim like that.

Let me see if there's anything else. I don't like the definition that says that you have to fear physical harm to get a stalking order. I think that the emotional abuse is just as severe as being in fear of physical harm, and I don't know how that language got changed.

I know there's frustration in abuse of these - of this remedy, and there is abuse. But let us not forget that out there in that sea of people, there are dead people. Some of them are little kids. Thanks. Anything else from you guys?

ATTORNEY GENERAL KOSTER: Representative Grisamore?

REPRESENTATIVE GRISAMORE: Judge, thank you for your testimony, very powerful and moving. Hopefully you can be on that review board we'll hopefully be able to set up. In terms of the

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And if you were that woman who had just gotten an Order of Protection and less than 24 hours later, you were stabbed in the head and chest, and the dude is already out on the street, and he's never in until the jury finally makes a decision, and it's a miracle that he showed up for sentencing. He thought he beat the case. And why wouldn't he? And I'm sure she thought he beat the

After it was over, after he went to prison, I'm the Judge who did her divorce. They had two children. I gave her sole legal and sole physical custody. I did not require those children to go see their father. They can do that in the future if they choose to, but I was not going to make that woman transport those children to some prison to see the guy that did that to the family, not just to her, to the family.

So if you'll just be kind enough to give us a Domestic Violence Fatality Review Board, so that we could learn something and do better, I would appreciate it.

Oh, there is one other thing I want to tell you. With regard to the length of the Order, if you don't change it so you can renew it every

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question of training, you mentioned the experts that not a lot of buy-in, in participation with judges and attorneys.

JUDGE SILL-ROGERS: It has to mandatory for judges or it's not going to happen, because we have brought in the best national experts on every topic under the sun, and I cannot get them to come. It has to be mandatory.

REPRESENTATIVE GRISAMORE: Would we have the latitude statutorily to make that mandatory for judges and attorneys?

JUDGE SILL-ROGERS: I don't know, ask Joe.

JUDGE DANDURAND: Yes.

JUDGE SILL-ROGERS: He's higher up in pay grade than me.

JUDGE DANDURAND: Yes, you can do that and I think - I haven't said much about these things because it's really not been my place, but in this group at this table, we're very fortunate to have the support of in regards to judiciary, the funding.

I served for almost fifteen years on judicial education, planning for programs that judges go to every year for their continuing

Page 161 Page 163 1 education. We have a week a year that they get to 1 could start it throughout the State. It's a very 2 2 go to. They go through 35 hours of training in tough assignment, I think, to combine the two, but 3 3 that week and it is grueling. And Judge Sillit is done successfully in other parts of the 4 Rogers is right. I don't know in the fifteen years 4 State. I know they do it in Florida. 5 5 I was there that we ever had a domestic violence I've met a really cool judge from 6 6 training as a part of it. But if you put it in Florida in 95 when I went to a national training 7 7 there every third year for two years, it's not on domestic violence and she was setting something 8 going to be - it's not going to be what-8 up down there. . 9 9 JUDGE SILL-ROGERS: It's not life ATTORNEY GENERAL KOSTER: Does any of the 10 10 changing. It's not behavior changing. It's not benefit of the division of duties inure to anyone 11 except the defendant? Doesn't the defendant get 11 enough. 12 JUDGE DANDURAND: Right. I mean, it 12 all the benefit of the splitting judges like that? 13 13 JUDGE SILL-ROGERS: That's probably true. needs to be - I mean everybody here knows it needs 14 to be at least a full week long for the intensive 14 ATTORNEY GENERAL KOSTER: So you agree 15 15 that no one except the defendant benefits from our end, and it shouldn't just be for those hearing ex 16 partes. Those that do criminal cases, those that 16 current situation? 17 17 hear domestic cases, those that hear divorce, but JUDGE SILL-ROGERS: Yes, in every 18 funding is an issue. And as you all know who are 18 respect. I have a friend in the Prosecutor's 19 19 very supportive of us, the judicial budget in the Office who is a domestic violence advocate for the 20 20 Jackson County Prosecutor's Office and I told her I State of Missouri, a third branch of the 21 government, is one percent of the State's budget 21 was coming today and I said, "If you have any 22 and shrinking every year, and the education budget 22 thoughts on how you think things go from your side 23 23 gets whacked year after year after year, because of the world, would you put them in writing for 24 24 the State's got problems. me?" and she did. I'm not giving you her name, 25 So it can be mandated. You can make the 25 because she didn't give me permission to do so, but Page 162 Page 164 1 judges get that kind of training. We have other 1 I am going to give you that so that you can use it mandatory training that we have to receive and it's 2 2 if you choose to. 3 recommended and then if it's mandated, then maybe 3 ATTORNEY GENERAL KOSTER: Great. 4 you can go the other way to find a source of funds. 4 Colleen? 5 JUDGE SILL-ROGERS: We have mandated 5 MS. COBLE: I just have a couple of 6 6 questions. I remember one of the first trainings family court training for family court judges. We 7 have to certify every year how many hours of family 7 that you presented to your colleagues in-8 8 JUDGE SILL-ROGERS: Back inlaw CLE we participated in. 9 ATTORNEY GENERAL KOSTER: What Supreme 9 MS. COBLE: -and how it was not well 10 Court Judge oversees domestic violence? 10 received. And I believe your line was, "Why should-11 JUDGE SILL-ROGERS: Patty Breckenridge? 11 we care which door this family walked in when they 12 JUDGE DANDURAND: Education. She's-12 need our help?" 13 13 JUDGE SILL-ROGERS: Oh, okay. JUDGE SILL-ROGERS: Correct. 14 JUDGE DANDURAND: She's the Supreme Court 14 MS. COBLE: And it continues some fifteen 15 15 Education Liaison, Education Committee Liaison, years later that it's very, very difficult for 16 16 Judge Breckenridge is. women to get child custody addressed through Orders 17 17 ATTORNEY GENERAL KOSTER: Judge, what's of Protection when the court's already agreed that 18 18 your opinion on the Division of Civil Protection they're in a very dangerous situation. 19 Orders and criminal prosecution - the criminal 19 JUDGE SILL-ROGERS: Which is outrageous. 20 element of the case the judge oversees? What are 20 And it's a sign that the judge doesn't get it. 21 the pros and cons of combining that under one 21 When I did the training, the statewide training for 22 22 judicial umbrella? judges which was in about 93 or 94, I told them 23 JUDGE SILL-ROGERS: In some parts of the 23 what I - and I was fairly inexperienced judge at

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the time, but I told them that the defendant had

all the power in the room and in the case, and that

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country, they've done that, and we could do that

here with a pilot project. I don't know if you

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I thought if we were really going to create safety, that somebody else had to take the power and let them use it in court, and so that you took control over everything.

You leave nothing left for them to have to negotiate or discuss, because if you do, that's how they weedle back in. I had a case this morning where the people are in the middle of divorce and they both came in with lawyers and they agreed, which I let them do, now he can have contact with her by email or texting just to discuss children's

And so I opened the file. I looked in the case file and I said, "Well, I'll be darned. Look what it says right here." He was sending her texts threatening, you know, to do whatever, blow her brains out and then he was standing outside of the house. "So have you discussed how things are going to work differently now. How will you monitor that? How will things be different?"

ATTORNEY GENERAL KOSTER: May I ask you a candid question, if you're willing to step out on this limb. How do you perceive the physical danger that personally have running this docket, relative to other judges on the Sixteenth Circuit?

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ATTORNEY GENERAL KOSTER: Does your Bailiff walk you to your car?

JUDGE SILL-ROGERS: No. When I first started this docket, the whole courthouse was open. Anybody could walk in at any time, including in any of our chambers, and Vincent King taught me to lock my doors and so I locked down my whole division on that day. And I have two Sheriff's on my floor who check everybody in and divide the petitioners and the respondents and put them in place before I'm there. But sometimes two people would not be enough.

There have been fights in the courtroom. I have never been the target. But just for an example of how, just dumb luck and unfocused a court can be on safety, this past Monday morning, every single elevator in my building was down.

I'm on Floor 7M. I had to walk up fifteen flights of stairs to get to my division, and so did every domestic violence petitioner and every domestic violence respondent. So there they were in the bowels of the building, alone, unsupervised. There's no monitors. There's no Sheriffs. Walking from the ground floor up to my division to have their hearing. I had a cow.

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JUDGE SILL-ROGERS: I think it's a fricking miracle that I'm alive. That's how I perceive it. Vincent King, when Georgia and Vincent were going through their thing and I found out that the judge had lowered the bond and let him out, I thought, "Well, it's probably not appropriate for me to go talk to him."

So I went and talked to another judge and I said, "Hey, here's this deal. Here are all the things that happened. Here is what I said to the guy. Here's what he said to me and here's what he did. I'm actually afraid of this guy. I'm afraid if he Googles me - I guess you probably couldn't Google - but I'm afraid if he finds me, to show her how much power he has, he will kill me." And my buddy judge said, "Oh, my God. Let's go talk to the dude. Let's go talk to the man."

So we went and talked to the man, the judge, and he said, "Oh, Chris. If you're ever afraid or if you're ever worried, you just need to come and talk to me." He said, "Here's how we're going to handle it. We're going to set up a new bond hearing and you're going to testify regarding your fears." I said, "Really. No, I'm.not." So yeah, I am afraid.

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Why someone did not close that building until we had at least one operating elevator, I don't know. I got there - the docket starts at 8:30. It takes almost an hour to call the docket to see who's there and who's not. If somebody comes and we don't have service, we give her a new Ex Parte and we get her out of there - or him, if he's the one that filed - just so that we can get the crowd down to a manageable size. But they all sit in the room and we can all see where everybody is and what they're doing.

So I mean, is that not - does that not flabbergast you? I cannot believe they did not close that building until we had at least one operating elevator. I mean, I've been working out with a trainer, I walk four miles every morning, I made it up the fifteen flights, but I'm sure there are people that didn't. I imagine there were victims that couldn't make it up the fifteen flights and I wouldn't want to be in the stairwell with the guy that did whatever.

S yeah, I'm scared every day, it's the truth. I have an unlisted phone number; you know how hard that's going to be to find. And you know, if you can - well, you know, you can just Google

Page 169 Page 171 1 me, and come on over to the cul-de-sac, if you 1 or your third guy before that. And then they take 2 wanted to. 2 it out on these little kids and they abuse them and 3 ATTORNEY GENERAL KOSTER: The near attack 3 they kill them. 4 on Governor Nixon, of course, has generated a 4 But the Juvenile Court doesn't have the 5 5 number of discussions in Jefferson City. authority to file any petitions against him, and so 6 JUDGE SILL-ROGERS: Unbelievable, 6 they could support the mother by filing a petition 7 7 to protect the children, but they don't. And unbelievable. 8 ATTORNEY GENERAL KOSTER: Representative 8 they're not encouraged, really, because they live 9 9 in a different building, in a different legal Newman? 10 10 REPRESENTATIVE NEWMAN: Thank you very system, where all the resources are located. 11 much, Judge, for your testimony and your support of 11 In order for the Juvenile Officer to come someplace else, to ask another judge, to sit 12 this. A quick question. You're talking about the 12 13 fatality statewide review board. Do you have an 13 in a mass of people - and it disturbs me that the Child Orders of Protection should be heard in the 14 idea what that could cost? 14 15 15 JUDGE SILL-ROGERS: Well, we're going to middle of the domestic violence docket. That's not 16 16 do it for nothing in Jackson County. where they belong. 17 REPRESENTATIVE NEWMAN: But to make it 17 And, you know, if we took elder abuse 18 statewide. 18 and put it where it belonged and if we took child 19 JUDGE SILL-ROGERS: I don't know. Well, 19 abuse and put it where it belonged, it would shrink 20 20 the docket to a more humane size, which would first of all, we don't want it to cost anything, 21 21 because we want it to be permissive and we don't promote safety. Just the size of the crowd is 22 want to ask the State for any money, because we 22 threatening to everybody in the room. 23 know if we do, we're not going to get it. And my 23 ATTORNEY GENERAL KOSTER: When you want 24 24 feeling is, we'll start up our pilot project, we'll to come work for the Attorney General's office, you 25 do our best, we'll get private funding from 25 just let me know. Page 172 Page 170 JUDGE SILL-ROGERS: I am ready, but I 1 foundations and I think you should give that 1 ٠2 2 opportunity to the rest of the State. must live in Kansas City, so you let me know, and 3 3 And, you know, if we're ever flush with I'm on board. 4 money and if there's a way to improve it, we could 4 ATTORNEY GENERAL KOSTER: You and I can 5 5 come back down the road and ask for help. But do some bargaining. we're not asking for money. We just want - we 6 6 JUDGE SILL-ROGERS: I don't mind coming 7 7 down, I don't mind coming down, but I must live in want, under color of law, to engage in this 8 8 activity so that we can all learn something and Kansas City. 9 9 change our behavior. ATTORNEY GENERAL KOSTER: Representative 10 10 REPRESENTATIVE NEWMAN: Judge, in your Grisamore, did you want to ask a question? 11 recommendation about moving the Child Orders to the 11 REPRESENTATIVE GRISAMORE: A quick follow 12 12 juvenile courts, do you also think there would be up, Judge. You mentioned some best practice models 13 benefit in that framework of them being able to 13 in Connecticut, Florida, and Kentucky, here. Are 14 14 address getting Orders against teens to address the there some other states we can look to, as well? 15 teen violence, because then they would be within 15 JUDGE SILL-ROGERS: I'm sure there are 16 the juvenile court structure where the services 16 and I'll get them for you. 17 17 are, where they can have authority over the REPRESENTATIVE GRISAMORE: That would be 18 iuveniles? 18 great. 19 JUDGE SILL-ROGERS: Yes. And another 19 ATTORNEY GENERAL KOSTER: Very good.

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Thank you very much, Judge. It was outstanding.

And so we'll do two things. Joan Gummels will get

clerical assistance, Court Reporter assistance,

in touch with you about drafting a memorandum along with Judge Daniels. We'll send you assistance,

whatever you need to do the drafting, and then we'd

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important thing that could happen is, the Juvenile

Court, only - under our current statutes, only has

authority over parents and custodians of children.

children is the boyfriend, because he's jealous of

your other kids, or he's jealous of your last guy

And just about the number one killer and abuser of

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like to show you a copy of the document before it's released publicly.

JUDGE SILL-ROGERS: Okay, great. Thank you so much for coming. I really appreciate it. Oh, these were the comments from the - the unabridged, unedited comments from the-

ATTORNEY GENERAL KOSTER: Please give a round of applause to Judge Rogers.

Okay, the next presenter is here to talk about an issue that has arisen a couple of times already and that is the responsibilities, and perhaps not responsibilities but also opportunities available to the county clerks around the state.

Kelly Elliott worked with Judge
Dandurand and myself for many years in the 17th
Judicial Circuit, which is Cass County. Kelly is
the Circuit Clerk of Cass County and, welcome, and
the floor is yours.

MS. ELLIOTT: Thank you. I just want to start off by saying the role of the clerk - instead of the responsibility of the clerk, I think it's more the role of the clerk. As a circuit clerk, I have twenty employees and we all participate on a daily basis with adult abuse, so I do have an assigned clerk and I believe it's that way

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then proceed to helping them fill out the petition. A concern there always comes with, are we practicing law? There's a fine line between whether the clerk is practicing law or providing assistance.

Then we turn to education. It's something that I work on daily. I work with OSCA(ph), trying to educate clerks so that that fine line doesn't get crossed, but we do assist the victims.

The role of the clerk then turns in to the file and getting the file to the judge. These things are a priority and they're a priority in all courts. You know, we need to get them to a judge, get them reviewed, and get the information into our GALIA(ph) system so that they go into MULES, so that that person is immediately - that it's out there in law enforcement, telling them that that case has been filed against them.

Then we deal with the surface issues, and that's probably one of the hardest things for a clerk, to look at that victim and say, "If you don't have an address, I don't know how to I'm going to protect you." That's very difficult. It can go into the MULES system, but that's only going

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throughout the State even in much smaller courts.

I'd start off with telling you about a situation that happened a week ago today. Walked in on Monday morning, I already had yelling going on in the hallway. We had four people there, at one time, all wanting to file against each other, and they were all in the same hallway.

Well, as you gentlemen know, we have a very secure facility and so we - and we were lucky. We're the lucky clerks in this State, compared to many others. We had deputies there. We were able to find rooms to put everybody in and proceed with the filing.

It doesn't happen that way across the State. The clerks are generally sitting across from the person as close as I am - closer than I am to you. And then somebody's children get ripped out of their hands by the perpetrator while they're standing in front of you. And we are lucky to have that, but we need to think about court clerks and their role and responsibility of protecting those people even while they're there filing.

I guess I would then move on to the victim coming into the office. And the clerk will talk to them, find out what the situation is and

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to help if the officer stops that person or finds that person, because without an address, service is impossible.

JUDGE DANDURAND: How long is the Order good for without service, the Ex Parte Order?

MS. ELLIOTT: Ten days or until the date of the hearing, try to be on the docket within ten days.

JUDGE DANDURAND: So if they don't find him within ten days, they might as well not have been there?

MS. ELLIOTT: That's correct. That's correct. And that person becomes frustrated and we, as clerks, become frustrated because we can't help them.

The clerk's role then continues on until we get to the date of the hearing. And, you know, as many of you know, it sometimes takes four or five times before that person actually will - the victim will actually come to court. A lot of times, they dismiss them before going to court, or they just - they know the system and they don't show up. And sometimes they come to, before us, and want to dismiss their case and they actually have the perpetrator there with them.

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Another issue, the Judge was talking about elder abuse. That's been a recent case where our Judge actually asked me to pull the grandmother aside and get her away from her perpetrator who had brought her in to dismiss the case and asked her if that's really what she wanted to do. And that's difficult. I mean for me, it was okay, but to ask some of my staff to be in that position is a difficult task.

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I really do think that education of not only clerks and judges - I hate to say that, but also law enforcement. It's very important. We have a lot of victims that come in or a lot of couples that come in and that, you know, the law enforcement has told them to file and they meet none of the criteria. And then you, again, as the clerk, are having to tell them that, or the judge will not sign the Order, will set it for hearing, and it's still the clerk that has to deliver the message.

That's why I think occasionally, you were published here, that as clerks we think the adult abuse docket is the most abused docket, because of those people that are coming in, and if there was any way that the domestic violence docket

Everything that, as a clerk, that we involved in on the criminal side is making

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become involved in on the criminal side is making sure that the victim's information is, you know, kept confidential and making sure that it's not out there, you know, in the file, if the file is viewed, that that information is removed. That's always a time consuming item, but that's one of our duties to make sure that victims' information is kept confidential. And we're occasionally called upon to testify about the adult abuse file if a

That's really about all the notes I have unless you have questions for me. And I do have - I want to go back on something that was discussed this morning. Statute 488.445 is what allows for the \$2 to be collected on all civil cases for domestic violence, if your County Commission adopts that.

JUDGE DANDURAND: Right, and it's not a charge to the defendant, it's a filing fee-

MS. ELLIOTT: On a civil case.

MR. DANDURAND -on all civil cases, if the county ordinance is adopted or municipal - or municipal ordinance. See, my problem is municipality - there's something I'm not

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could be separated from the neighbors fighting side, I would like to see that happen.

Probably a thing that I thought about throughout this, it's the best practices even for clerks and clerks' staff, because we do have a lot of ideas that I think we could put on paper and use throughout the State. I'd like to see more of that happen.

Another little bit of information, a stat that I pulled out was, of the Ex Parte Orders that are issued, only about three to four percent of them in our county actually become full Orders of Protection. That's a rough number.

ATTORNEY GENERAL KOSTER: What's the number again?

MS. ELLIOTT: Between three to four percent are actually signed in as full Orders. Another thing that the clerk - in our office, we team very closely with victim advocates, not only with the Prosecutor's Office, but our shelter provider and law enforcement, and that helps to keep all of us on the same page. We occasionally need to discuss things that we could do different. I can't tell you that happens throughout the State. I know it happens in my county.

understanding.

criminal action is filed.

MS. COBLE: There's four different statutes. There's one that's a mandatory \$5 fee that all communities have, that is - it started out with the dissolution filing fee at \$10.

MS. ELLIOTT: Correct.

MS. COBLE: Then it was dropped down, so then there's separate - there's one mandated for all of the civil filing fees. Then there are separate provisions for an additional fee to be done at the vote of the governing body in the county.

Then there are two other options that local governing bodies have; one at the municipal level with the \$2 ordinance violation fee or at the county level. So there's four separate fee systems that are in place.

MS. ELLIOTT: That can be adopted.

ATTORNEY GENERAL KOSTER: Representative Kander?

REPRESENTATIVE KANDER: You've been talking about MULES and other information about the system. When it comes to Protection Orders that do concern children and it has to be in a petition and that sort of thing, is that a local - my

Page 181 Page 183 1 understanding is that it varies by county, but it 1 around the state for getting Orders of Protection, 2 is practiced in your county that that does make it 2 and you bear the burden a lot, in many, many 3 3 into MULES, that level of detail, or what does it different ways, for helping women get to a place of 4 4 look like in MULES when it's entered by you? safety. 5 MS. ELLIOTT: Our staff would enter it as 5 One of the dynamics I think that can be 6 the Ex Parte Order of Protection is entered, and it 6 really frustrating for you and your colleagues is 7 7 that - and it leads to the stat of only three to would give parties in MULES. It would not detail 8 8 four Ex Parte's going all the way through to being out-9 REPRESENTATIVE KANDER: It would save the 9 granted as full Orders, is that just getting an Ex 10 10 details-Parte works. For many, many women, they don't 11 MS. ELLIOTT: -details if the judge would 11 necessarily have to go to the next step. That that 12 have - one that would deal with custody and 12 first element of the system responding and paying 13 visitation. 13 attention and recognizing that there's violence 14 REPRESENTATIVE KANDER: If there were in 14 going on is enough to change the behavior of a lot 15 - if that were a required in the statute. Right 15 of those who use abuse and violence. 16 now, the statute just requires that - would be the 16 So even though it seems an awkward 17 parties. Would that be doable? 17 statistic, in many instances, that step alone can 18 18 MS. ELLIOTT: Well, yes, because it could make the difference in saving someone's life. We 19 be entered into the docket text and that text would 19 often don't talk in those terms. 20 transfer to MULES on that particular docket. 20 MS. ELLIOTT: Right. I never had anybody 21 REPRESENTATIVE KANDER: So that if 21 point that out to me, that filing-22 22 somebody in law enforcement pulled it up in MULES, MS. COBLE: It can end it there for a lot 23 they'd be able to see, "Oh, yeah, he's got the kids 23 of people when it's never been - if you're from a 24 right now and according to this, he's not supposed 24 family where nobody has ever faced a criminal 25 to." 25 charge, they've never been involved in the system, Page 182 Page 184 1 MS. ELLIOTT: Correct. 1 they have a position in the community, that's 2 REPRESENTATIVE KANDER: Okay. Thank you. 2 enough right there. 3 MS. ELLIOTT: And we also provide hard 3 And so just that much can be a success, 4 .copy and immediately to law enforcement so that 4 but we often see it as non-compliant victims, not 5 they do have that spelled out. 5 willing to follow through, a drain on the system, 6 6 MS. COBLE: But the reality being that misuse of our resources; when, in actuality, it can 7 they don't have the hard copy yet. 7 be the end, that is all completed just by that one 8 REPRESENTATIVE KANDER: Correct. 8 action. 9 9 JUDGE DANDURAND: Well, part of the MS. COBLE: That the failure to return 10 10 problem with that statistic, though, is that it's the children to the parent who is to have custody 11 is an arrestable offense under the statutes, but 11 three to four percent, because a lot of times, it 12 often that information is not what is contained in 12 hasn't even accomplished that. There's been no 13 13 service within ten days and that's a big of pile on a way in which they can most easily access it, or 14 gain access to it through the MULES system. But 14 15 this - so that there's a growing reliance on the 15 JUDGE SILL-ROGERS: But you can continue 16 16 electronic transmission of information except for it. A judge could continue it. 17 some of those most key components that are in the 17 JUDGE DANDURAND: Right. Because-18 18 JUDGE SILL-ROGERS: You know, you could works. 19 MS. ELLIOTT: And it is very-19 read the file before you dismiss it and you could 20 ATTORNEY GENERAL KOSTER: Other questions 20 see what the allegations are and if they scare the 21 for Kelly? 21 life out of you, you could continue it. 22 22 MS. COBLE: I would just first, thank JUDGE DANDURAND: Right.

Fax: 314.644.1334

ATTORNEY GENERAL KOSTER: Any other

questions? Thank you very much, Kelly. It's great

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to see you again.

you, and I apologize for not being here at the

start of your testimony. I know that the clerks

play an incredibly pivotal role in every community

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MS. ELLIOTT: Good to see you.

ATTORNEY GENERAL KOSTER: Okay, our next presenter is Kim Case from the Missouri Victim Assistance Network to talk with us about our coordinating services to reduce violence. Kim, welcome. Thank you for joining us today.

MS. CASE: Thank you for having me. Hello. I'm with MOVA, the Missouri Victim Assistance Network and we actually serve as a net for a lot of victims across the State where services are not available. We work together with agencies that we meet the needs of those victims and we try to serve where there are no services available.

I heard a great saying once, and that is, in the struggle between the rock and the stream, the stream always wins, not by wisdom and not by strength, but just simply by perseverance. And that is what is what has happened with this movement over the last 25 or 30 years. So thank you for taking the time to re-address our statutes and look at the services that we have.

Everyone that has spoken today has touched on elements that are very, very important. I'd like to address the real issues that I see

across the State and they've made a commitment to bring on an advocate to their staff, so that Sheriffs who lack the ability or the funding or the necessary skills to start the unit, will have access to services. MOPS has done the same, we're the statewide advocate, and I think that's where

I'd like to focus the next part of discussion, is

in advocacy services.

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Prosecutor Kanatzar talked very eloquently about the two advocates that he had and the necessity for him in supporting those victims and empowering them. And actually, an advocate is why I'm here today.

As the victim of a very violent crime in Cass County, the advocate at the time, Sara Grable(ph), taught me how to maneuver the system that was very unfamiliar, gave me the strength to empower me and to educate me about what my rights were in the State, and, as I went through three different jurisdictions which had very different levels of service, I have been educated and treated very well in Cass County, so that I could persevere. And I've dedicated my life to advocacy services, because I feel like you forget that this is a human rights issue. It's a health crisis.

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happening in the areas where there is a lack or miseducation or lack of understanding.

Family violence is destroying our future. It's shutting down the - across the state, and it's stifling the voices of the men and women who are the victims of this blunt violence.

I was asked today to speak about coordinating our efforts to reduce violence, and reducing violence means shutting it down, lowering the numbers, stopping the frequency, and we, say, "Wow, that is a really big issue. How do we do that?" We've talked about the courts and how they can respond. We've talked about law enforcement and how they can respond and the training that needs to take place. And I'm in agreement, that I believe some mandated training would be beneficial for consistency across the State.

One of the things that MOVA does is we answer an 800 line where victims of all crimes can call in when they feel their rights have been violated, and what we often hear is the lack of response either by law enforcement or by the courts or a lack of understanding of those rights.

The Missouri Sheriffs Association partnered with us to provide advocacy services

 $${\rm Page}$$ 188 And we deserve to look at this not as how can we

get the woman to understand that she needs to get out, but we need to empower her for her life to realize that she has value and that she can live outside the violent environment.

I believe our children are witnessing this violence and they're perpetuating it now in their relationships. And we touched on this briefly earlier, the issue of healthy teen relationships really needs to be addressed through education programs in our State and in our schools.

Texting and the internet and emails have made it much more easy for them to be stalked and coerced. I know, having two teenage daughters myself, that I see that communication happening very frequently, and I'd like to place focus on that.

I believe you had mentioned earlier about early intervention and constant contact, and that's where advocates can fill in. They can step in law enforcement, at the scene, and they can follow the victim through the system and make sure that they're hooked into a court-based advocate.

I recognize that more than 50 counties in the State do not have advocates in their

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prosecuting attorney's offices and more than 60 counties in Missouri don't have shelters. I believe those victims maybe don't have the information that there is a shelter in a neighboring county or understand how to get that relief if they need it, so I would love to see an advocate at each Prosecutor's office or at least in each Circuit and perhaps funded through our State system, rather than them having to do a competitive bid process for the funds that could actually be going to some of our shelters and enhancing the bed space there. I believe if we had advocates based where they should be, like many states do, that would be a very easy fix to that constant contact and that early intervention.

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Batterer accountability is very important, but I believe that some of those issues that happen with the Orders of Protection across the State, that a lot of victims don't have that access 24 hours. And it's unfortunate that in the more rural counties, whether it's lack of training or just lack of availability of response, they aren't able to apply for those 24 hours, so that issue needs to be looked at, as well as the issue of the 24 hour hold.

 $$\operatorname{Page}\ 191$$ see the Police Chiefs Association take a look at that, as well.

The Chief that spoke earlier uses advocates and special investigators and I see that that's a very successful way to, again, empower that victim right from the beginning, so they understand that we are serving them in a very cohesive way, because not every case gets filed, but most people that make a - make a call or in that emergency situation, if they meet with law enforcement, they are engaged in the system, whether they made it through the court system or not.

I spoke about the need for education and I think judicial training and the courtroom system training is important, also an understanding of what recourse might be when victims' rights are violated. It's imperative that victims have balanced scales as they go through the justice system and we need to take a look at exactly what's going on when those rights are violated.

I think that's all that I have. Does anyone have any questions?

ATTORNEY GENERAL KOSTER: Representative Grisamore?

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A lot of counties are not holding these offenders or these aggressors during that time, which doesn't allow a victim the time to get safe and also puts extra strain and toil on our law enforcement officers, as they're having to respond back out to the scene. Their budgets are short and their manpower is low and they are being stressed as they respond a second time because these offenders have been let go.

We spoke earlier of the more than 15,000 turned away. I'm wondering if that number includes a lot of the rural victims that perhaps didn't know there were services available, so they didn't try to access them, and if that number includes the children that have witnessed the violence and have been shoved off to their rooms while their parents are fighting. They didn't have a chance to reach out for services.

I'd like to also note the more than 700 law enforcement agencies in the State and less than five percent have advocate services. There's no one to interfere in that crisis time. So it's just the officers who support them in that endeavor and I believe that that is something the Sheriffs Association is looking seriously at and I'd like to

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REPRESENTATIVE GRISAMORE: You mentioned the 60 counties that don't have shelters. How many Prosecutor's offices did you say don't have advocates?

MS. CASE: More than 50, and I received those numbers from the Department of Health and Safety. That's based on their funding programs, the programs that they fund, so that's not an exact number.

MR. LAMB: And I can add that. It would be ideal, in my opinion, to have a victim advocate in every Prosecutor's office, in addition to community based victim advocate shelters. They play very important roles in the system, and both needed roles. And for Representative Grisamore, she's exactly right.

Some Prosecutor's offices are lucky enough to be able to talk their county commissions into giving them some funds. Some aren't. Some have to go through competitive bids, but there is no dedicated funding source for victim advocacy from the State of Missouri for Prosecutor's offices.

MS. CASE: And I might add to that, often times, once the system is set in place and there is

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a dedicated person writing those grants, if they leave for some reason or the Prosecutor changes, then that grant is kind of dropped and left and a lot of times, they lose funding simply for quality of application, which is very sad, or because of missed deadlines. And it's really a tragedy to think of the number of victims that are not being served because of those fallacies.

MR. LAMB: And I might point out that, also, as you know, there is, of course, a victim's right statute and amendment which requires Prosecutors to offer services, which they should. Of course, no funding to go with that. So another unfunded entity.

ATTORNEY GENERAL KOSTER: Kim, thank you very much. We appreciate your time this afternoon. It was a great presentation. The next topic comes to us from Mary Weir, who is a contract attorney with Hope House in Kansas City. She offers us A Practitioner's Perspective on Orders of Protection. Mary, welcome. Thank you.

MS. WEIR: Thank you. In addition to being a contract attorney, I'm also a founding member of the Jackson County Safe Families Coalition, so I'm involved with The Lethality

Page 195 very relevant. And it's relevant because one of

the things that - we recently had individuals-

ATTORNEY GENERAL KOSTER: Can you back way-

MS. WEIR: -to do training on the fatality review board and some of the things that we'll be looking for in that. And one of the things that we'll be looking at, one of the markers is the response to social authority, both covert and overt.

The willingness - including the willingness of an individual to violate a valid Court Order. And the willingness to violate a valid Court Prder, an Ex Parte Order that has been served on you, increases the dangerousness. And what I see in court a lot is a victim comes in, they're standing in court, and they're saying, "But he violated the Order." And the respondent may have an attorney with him, who then says, "That's not relevant, that shouldn't come in." I'm generally able to get around that and - I'm a seasoned attorney. I'm generally able to get it in.

That woman sitting there who knows he been at her door, knowing he's been served, she's

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Assessment Project, development of that that we had, and also now, I'm on the fatality review board that we're working - and I'm sure you heard about earlier today.

I wanted to speak about being a practitioner and some of the things I see and some of the things that I think could better help not only those of us who represent victims of domestic violence, but also, as many of you are probably aware, a lot people who are seeking Orders of Protection are representing themselves.

And one of the statutes that we have, 455.032, it specifically allows for prior evidence of abuse to be brought up in the Order of Protection hearing. It's a very short statute. It's real specific, right to the point. But what it doesn't allow and what I see often raised, is an individual obtains the Ex Parte Order of Protection and then there's - the order for the full Order of Protection has to be set within fifteen days. So they're issued the Ex Parte Order, and hopefully that Ex Parte Order is served on the individual who is alleged to have battered within that time frame.

Now, if that person goes and violates that Ex Parte Order of Protection, I think that's

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not able to get that in, and that's wrong. That should be changed. And it could be changed with one sentence, evidence of a violation of a current Ex Parte Order should be admissible in an Order of Protection proceeding.

You know, I just think that seems to me common sense, and I think its imperative that the judicial officer be able to have that evidence in front of them when they're making a decision as to whether an Order of Protection is needed.

I also wanted to speak to Section 455.040, which deals with the service of the Orders of Protection. The Ex Parte Order obviously is served on the individual and the Ex Parte Order is to give the respondent notice that he is to appear.

The Ex Parte Order also provides, and at least it does in our area and I hope it is throughout the State, that failure to appear - so you've got personal service on the respondent and the Ex Parte Order says, "Failure to appear may result in a full Order of Protection being issued against you which restrains you from this, that and the other."

The 455.040.2 states that, "The court shall cause a copy of any full Order of Protection

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to be served upon or mailed by certified mail to the respondent at the respondent's last known address, and that failure to serve or mail a copy of the full Order of Protection to the respondent shall not affect the validity or enforceability of a full Order of Protection." And the problem that I know that we're having throughout the State is that it does affect the enforceability.

And the case that I know a lot of our Prosecutors rely on is State versus Gentry, which is a 1996 case that went up to the Missouri Supreme Court. I think it's pretty fact specific, State versus Gentry, and I think if we strike through the language somehow in 455.040 to somehow give the Prosecutors cover or work with our Prosecutors in this State to see what is it that they'd be comfortable with, because a case 25 years ago that was very fact specific and had a lot of trickery and a lot of, you know, "They told me the Order of Protection was dismissed," this, that, and the other, I think it's worth taking another shot at, because we have too many cases that are not getting - here in Jackson County, we're lucky that our municipalities are filing violations of Orders of Protection, but a lot these really should be State

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"Look, you're not the first victim here," you know.
And to be able to go and pull an Order of
Protection and to say, "Look, a full Order of
Protection was granted against this woman by a
judge and this is what he did to - this is one of
the allegations that was sustained by that judge."
I think that kind of stuff is important.

I also do work as a guardian ad litem, so I've been appointed in a lot of these Child Order of Protection cases to represent the children and it has been invaluable - or it was invaluable to be able to go on and pull prior Orders. Now, I don't even know if they ever existed, because as a lay person, we're not privy to them anymore because they've been pulled.

But I've been able to contact former victims who have filed and said, "What's the deal, here? What happened with the children?" you know, what's going on. That kind of information, when you're trying to protect children is really important to have and it's not on there anymore and I know I'm not the only guardian ad litem out there because it's something I know a lot of us have talked about who think that's really been a hindrance. It's a problem for us to be able to

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cases, but our State Prosecutors aren't willing to take them up, and I understand.

You've got a case, but it is almost 25 years old, and, again, I think it's fact specific. And so I think if we strengthen 455.040 somehow and working with the Prosecutors as to what they'd feel comfortable with, that we could get better enforcement of these Orders of Protection, because they're being violated too often and too frequently.

And then, I want to talk to something I don't know if you can do anything about, but the removal of the Orders of Protection from Case.net that occurred the last year - it's the removal of previous Orders that were filed. Either they weren't granted, and that could be for many reasons. We used to be able to go on "Petitioner didn't show up," whatever. Or we could go on and see a full Order was granted and then the petitioner went in and dismissed it.

I think this is important for a lot of reasons. In counseling - I've been doing this for ten years. I've counseled a lot of victims of domestic violence, and one of the things that's been helpful is to be able to go on Case.net, and,

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access that kind of information. So if there's anything that you could do about that, I think it would be real important.

MS. COBLE: One thing I do know is that they had talked about having a system that would be accessible by all members of the Bar, and yet to have that system programmed and in place is like four years ahead in the OSCA plan.

JUDGE DANDURAND: There are obviously lots of competing concerns and reasons for why they would pull up a Case.net and that would be a very, very difficult thing, I would assume, to get put back in once it was removed because of all of the concerns that were raised about those who convinced folks that were charged to remove them.

And a lot of them have to do with, you know, if you take for a moment the Ex Parte Orders in abuse cases not involving children, that were issued because somebody unwittingly advised them to go get one or helped them get some position in a domestic relations case and then that's on Case.net forever for any future employer to look at. I mean there are lots of things, lots of reasons, and because it was on there as it was for a long time and later removed, when you said, well, any help

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that you could get to get that back on, I'm not a legislator, but that would be a tough sell. It honestly would be a tough sell.

MS. WEIR: And I understand that. I understand the competing arguments, such as that, and I guess when I look at it, I guess the difference is weighting the protection of the women and, or the men and the children. It certainly is when we're investigating because a lot of thought - I mean in my experience, I have often heard that people just got out and they file these to get an upper hand in a divorce, and that's really not my experience.

And probably I do about 500 a year, and over ten years, my experience is most of these people minimize. I'm like, "Why wouldn't you put that in the petition?" It's more minimizing the abuse or, "I'm not trying to keep him from the children," when you're going, "You really should," because of the dangerousness.

You know, I had a case this morning where the - I'm the guardian ad litem. He hit her while she's holding the seven month old child, and he also wound up hitting the child, and, of course, she's saying that, you know, "Well, I want him to

experience with what I would estimate as being one of the main concerns of women who are battered and that is the loss of their children through a system that often doesn't recognize that the violence against the children isn't their fault. So I don't

know if you - that is an open door as a question.

MS. WEIR: Well, I - you know, one of the things I think is interesting regarding our statutes in the State of Missouri is that the 455 Chapter presumes that children should go to the non-offending parent, but 452, which is our family

law statute, that's a big difference.

I mean, we recognize in the Order of Protection that clearly the non-offending parent - and I think most of the research is going to show that also, that they're different, so it's a big discrepancy. And certainly in other states, some states that surprise me, Oklahoma, Louisiana, are ahead of us with presumptions that are in their Order of Protection statute is also in their child custody statutes.

ATTORNEY GENERAL KOSTER: Jason Lamb?
MR. LAMB: Ms. Weir, thank you for your
time. And I might follow up on what Colleen said.
I think it's interesting that in Missouri, one of

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be around the child. I don't want a Child Order of Protection." She's also pregnant with his child now, and she - her response is, "You know, I know he didn't mean to hit the child." "But he meant to hit you, right, while you were holding the seven month old child." And, you know, so, I mean, it's-

JUDGE DANDURAND: -point that maybe it's been indicated that it bears further investigation - there was no distinction made between Ex Partes that were issued for Child Orders of Protection or just regular Ex Partes. And, you know if they put these things in there about what's happened to the children, maybe something more can be looked into as a distinction. I just know it's a tough - it would be tough-

MS. WEIR: I understand that. That's why I put it last, but. That's all I have.

ATTORNEY GENERAL KOSTER: Any other questions for Mary?

MS. COBLE: I have one real quick. And this is the last hearing, so I'll beg your indulgence. I know that we haven't really been looking at family law in the main scope of what the Task Force has been charged with looking at, but I know that through your years, you've had a lot of

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the ways - you can commit the crime of endangering the welfare of a child in several different ways, one of which, rightly so, is by concocting or manufacturing methamphetamine in the presence of a child. Yet we - part of the ways in which a child is endangered in Missouri is if they recklessly creates a substantial risk to the health, body, or life of the child.

The health can include anything beyond on physical health. It can include their mental health and mental well being. And yet we don't recognize that the first they act of committing act of domestic violence against the other parent, in the presence of the child, is, in fact, endangering the welfare of a child under the statutes. That is a gap that does not exist in our criminal code.

MS. WEIR: I mean, I think that in
Jackson County, with what we've been doing with the
Safe Family Coalition, you know, we had failure to
protect issues where, you know, children were being
picked up if she didn't leave the abusive
relationship. And the issues of witnessing
domestic violence are real. We know they're real.
We know that the research is out there on the
impact of children's developmental stages. It's

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not just physical threats to children. We also know children are resilient, so they don't all act the same or respond the same to domestic violence.

But I think we've come a long way here in with, through our work with the Safe Families Coalition to get our protective services, our juvenile court, on board to do more focus on holding the batterer accountable and how do we do that, and not just saying, "She won't protect the child, so we're going to pick the children up, because she's failing to protect." When on the other hand, the batterer is out there skating around and nobody is holding him accountable.

We've got, you know, I mean, everything is not consistent and it's hard to get everything consistent. But you guys are here and I think that's important. I don't know if I addressed what you wanted me to, but.

MS. COBLE: Well, then the growing issue of failure to protect, of putting battered mothers in the double line of facing danger because of their attempts to separate from their abuser, so that the danger level goes up for them, but then if they don't leave, then the State will come in and take their children and the one person in the

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very impressed with the depth and the substance of these meetings, and with the number of real quality ideas, not all of them requiring money. Some of them do require money. Some of them require legislative action; issues regarding training, issues regarding fatality review boards, issues related to where these cases begin. Do they begin in the municipal courts or whether we mandate that some or all of them, some significant portion of them, to be brought up to the Circuit Courts so that we make sure that there is uniformity and they get into the State MULES system so that the police officers around the State know what they're dealing with when they pull one of these individuals over. Whether or not there are return dates on bonds. which we talked about in Columbia.

But then there are other things that may not cost a lot of money, early intervention. The types of things that Judge Sill-Rogers and Judge Daniels have implemented here in Kansas City and Columbia is really more involved with the reorganization of a local Circuit by the presiding judge in those Circuits and can be accomplished, I think, without an influx of money.

But what I think we're going to see is a

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equation who nobody is dealing with is the only one who's in charge of meting out violence.

 $\label{eq:attorney} \mbox{ATTORNEY GENERAL KOSTER: I don't see any} \mbox{ other questions. Mary, thank you very much-}$

MS. WEIR: Thank you.
ATTORNEY GENERAL KOSTER: -for the work

that you do as well as for your testimony here today.

That concludes the third of our hearings which I think have been very, very productive. We had the first one in St. Louis about two and a half, three weeks ago. We had the second one in Columbia last Monday, and then this one in Kansas City.

I think that there are literally hundreds of ideas, certainly more than a hundred ideas of merit that we're going to be looking at. And our pledge is that in conjunction with Colleen Coble and the judges that were here, Judge Sill-Rogers, Judge Daniels and some other people who are highly interested in this, that we will have a report that is produced and out to everyone, available online by December 1st, which gives my former colleagues time to turn it into reality.

But there are a lot of - I was very,

Page 208 successful document. Colleen, I would imagine that you feel the same way that I do, that this has been much more fruitful than I had imagined. I had high expectations for it, but I didn't realize how much we could pull together and to the people who testified today, and then to the others who are not here today, but who testified around the State, I was very impressed with their passion and their commitment and their sincerity to this issue, to this epidemic.

And that is what our goal - the legislators who were here - Chris Kelly has left, but Chris Kelly was at every single hearing. The State Representative from Columbia was at every single hearing and contributed mightily at each of our stops, as was Representative Newman. Yes, thank you, I apologize.

To go back to the legislature and really describe this as more than just a local criminal justice issue, that this is an epidemic of violence that exists in our society and that the legislature has an opportunity or responsibility to take it on. Colleen, do you want to make any final comments?

MS. COBLE: I would just say thank you, to you for your leadership in this and to the

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Page 209 1 legislators who serve and to Jason, and also, just 2 to take a moment to acknowledge those who are 3 sitting in the audience who do the really, really 4 hard work every single day, and to give voice to 5 the reality that is their days. 6 There are many other systems that used 7 to be in place that assisted the women and children 8 that they work with every day, and they aren't in 9 place anymore, and the work is harder, the numbers 10 are larger, the problems in the families are more 11 severe, so I want to acknowledge their hard work 12 and thank them, but also to let them know that we 13 don't want to let you down. And I know you'll be a 14 big part of the work to make the laws better, as 15 you were to get the very first ones in place. 16 So for that, I do thank you and 17 acknowledge their work on a daily basis. 18 ATTORNEY GENERAL KOSTER: Anyone else? 19 Thank you everyone. 20 (WHEREIN, the Hearing was concluded at 21 2:37 p.m.) 22 23 24 25 Page 210 CERTIFICATE OF REPORTER 2 STATE OF MISSOURI) ss: 3 COUNTY OF CLAY 4 I, JANET H. WIMER, Certified Court 5 Reporter, the officer before whom the foregoing 6 hearing was taken, do hereby certify that the 7 testimony in said hearing was taken by me to the 8 best of my ability and thereafter reduced to 9 typewriting under my direction; that I am neither 10 counsel for, related to, nor employed by any of the 11 parties to the action in which this hearing was 12 taken, and further, that I am not a relative or 13 employee of any attorney or counsel employed by the 14 parties thereto, nor financially or otherwise 15 interested in the outcome of the action. 16 17 18 Notary Public in and for 19 the State of Missouri 20 21 22 23 24 25

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| A | 170:11,23 172:22 | accomplish 67:21 | 199:22 201:22 | 187:8,23 192:21 |
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